



# EDWARD BYRNE MEMORIAL GRANT

# ANNUAL REPORT



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# EXECUTIVE SUMMARY

## **Executive Summary**

The Office of Criminal Justice Programs, Tennessee Department of Finance and Administration, is pleased to present to the Bureau of Justice Assistance (BJA) Tennessee's 2001/2002 Edward Byrne Memorial Grant State Annual Report.

The 2001/2002 fiscal year witnessed a period of staff fluctuation for the Office of Criminal Justice Programs (OCJP). Three (3) new program managers were added to our staff last year and have just recently begun acquiring the expertise to assume their full share of job responsibilities. It has also been a period of growth and evolution as we have worked to implement a planned strategy to fully involve various components of the criminal justice system in our integrated planning and grant solicitation efforts.

Specifically, in the area of criminal history records improvement, OCJP has continued to combine funds from the Edward Byrne 5% "set-aside" with funds from the National Criminal History Improvement Program (NCHIP) to facilitate improvements in the criminal history records system. Technological support was provided to local law enforcement agencies to enable them to submit criminal history information to TIBRS, Tennessee's Incident Based Reporting system. Ninety-nine percent (99%) of Tennessee's law enforcement agencies are now regularly submitting data to the TIBRS system, and the vast majority of agencies submitting data have been "certified" by the Tennessee Bureau of Investigation (TBI). The year 2001 was the first year that TIBRS data was consolidated and published as the Crime in Tennessee Report 2001. The information contained in this report will give criminal justice professionals access to

valuable data that will be used in future planning endeavors in many areas of the criminal justice system.

In the area of family/domestic violence, the OCJP continued to use collaborative funds from the Violence Against Women ACT (VAWA or STOP) Grant, the Edward Byrne Memorial Grant, the Victims of Crime Act (VOCA) Grant, and the Family Violence Shelters Grant to provide a comprehensive system of domestic violence intervention that includes prevention strategies, law enforcement and community training events and specially trained investigators and prosecutors. All victim services providers have now been trained in “logic model” formulas that identify realistic project goals to accomplish and establish outputs and outcomes to measure the effectiveness of project interventions. Consequently 2001 is the first year that victim services providers have begun reporting outcome measurements to the Office of Criminal Justice Programs. This information will be used to refine project models, identify models worthy of replication, and identify areas where modifications or improvements should be made.

Offenders with substance abuse treatment needs have continued to receive services including assessment, outpatient therapy, day treatment services, long-term residential treatment, and aftercare services made possible through collaborative funding with Edward Byrne and Residential Substance Abuse Treatment (RSAT) grants. Grant funds also has allowed for the expansion of project capabilities to implement effective job placement assistance as well as vocational training components for both adult men and women as well as some juvenile offenders.

The needs of the mentally ill and dual diagnosed offenders were addressed through diversion and intervention projects funded with Edward Byrne grants. OCJP continued funding of Tennessee's first mental health court, made possible through an Edward Byrne grant. The newly developed mental health court has already made a significant impact on the numbers of mentally ill and dual diagnosed offenders who have been successfully diverted into treatment, and its impact will be intensified as the project model refines its techniques and capabilities.

In the program area of Community Crime Prevention, the State of Tennessee continued to provide additional support to its communities in their ability to secure COPS grants through a state-appropriated fund known as the Safe Neighborhoods Grant. This grant, administered by the Office of Criminal Justice Programs (OCJP) is designed to assist local law enforcement agencies that are actively participating in or making application for the COPS Universal Hiring Program administered by the U.S. Department of Justice. This grants provides 10% of the total COPS grant, reducing the 25% cash match requirement from the local agency to 15%. Additionally, a total of seventeen (17) projects in the program area of Community Crime Prevention were funded in the 2001/2002 fiscal year.

The Office of Criminal Justice Programs (OCJP) continued its support of the State's judicial system this year by providing new dollars and continuation funds for several projects in the program areas of Pre-Trial Service Delivery and Special Prosecution. This

multi-faceted intervention strategy involved funds appropriated for specialized prosecutors and defenders, implementation of charge screening grants, supplemental funds provided to three (3) of the state's Drug Courts, and the continuation of foreign language interpreters to the court system. Other subgrants continuing this year enabled the District Attorneys General Conference to maintain a statewide training coordinator and implement a strategic planning initiative. Additionally, a new grant was awarded to the Tennessee Select Committee on Children and Youth to provide for developing guidelines, disseminating information and assisting in overseeing youth court development in local jurisdictions across the state. During the course of this past fiscal year the project director has done outreach with various stakeholder groups, including courts and schools. The project director has also been instrumental in developing a general baseline of information throughout the state regarding Tennessee's youth courts

The OCJP continued funding during this fiscal year for 25 Multi-Jurisdictional Drug and Violent Crime Task Forces that are specially trained to locate and eradicate illegal drugs. Data on arrests made as a result of Task Force activities in addition to information on the seizure of illegal substances is being captured and compiled through the Tennessee Incident Based Reporting System (TIBRS) and published in the new "Crime in Tennessee 2001" (see Appendix C). A noteworthy achievement this year was the addition of a grant to the Tennessee Bureau of Investigation for the establishment of a Drug Task Force Coordinator. The creation of this grant grew out of recommendations made from the Drug Task Force Evaluation project from the previous year. The goals of the coordinator are to develop standard operating procedures to be used as guides for the



Drug Task Forces. He will also encourage interagency cooperation and participation in the Drug Task Force program, be used as a clearinghouse for Drug Task Force related information and become a point of contact between the Tennessee Bureau of Investigation, Office of Criminal Justice Programs and the District Attorney General's conference for the Drug Task Forces.

The Office of Criminal Justice Programs (OCJP) looks forward to a future of continuous improvement as we strive to better facilitate the planning and administration of the State's criminal justice system. As always, it is our sincere desire that the Bureau of Justice Assistance (BJA) will find this report to be informative and useful in reporting the achievements that have been made possible through implementation of the Edward Byrne Memorial Grant Program.

# I

## INTRODUCTION

## **Introduction**

The Office of Criminal Justice Programs (OCJP), in conjunction with its multi-disciplinary Statewide Criminal Justice Planning Committee, funded nine (9) program areas within six priority areas identified in its 2000/2002 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement. A description of the priority areas and corresponding program responses follows:

### **Priority Area:**

**Community Based Services:** The incidence of violent crime continues at a relatively steady decline, yet violence and drug-related crime continues to cause serious concern at the community level in Tennessee. Resources are needed to prevent the beginning use of illegal drugs by the state's children. Youth must be educated to the dangers of illegal drugs and alcohol in addition to being provided with a supportive environment conducive to the rejection of these substances. Communities must also be provided with the resources necessary to ensure their own safety. This includes measures to empower citizens to become more aware of crimes occurring within the community, the formation of partnerships with local law enforcement agencies to work collaboratively to combat crime, and the development of a sense of community pride and cohesion.

### **Program Response:**

**Community Crime Prevention:** Consistent with identified needs in this area and with national priorities and objectives, the Office of Criminal Justice Programs (OCJP), established the program area of community crime prevention. Projects funded in this

program area are designed to educate and enable the State's youth to reject illegal drugs, tobacco, alcohol, and refrain from engaging in criminal activities. Additionally, projects funded under this program area empower and educate citizens to "take back" ownership of their communities through proactive crime prevention initiatives and community education strategies. Examples of projects funded in this program area include school based resources for children at risk of substance abuse and violence, early intervention projects that develop enhanced self-esteem and problem-solving skills for at-risk children, and community-based crime prevention partnerships implemented in conjunction with regional law enforcement agencies.

**Priority Area:**

**Offender Apprehension:** The possession, sale, and cultivation of illegal drugs have impacted communities across the state in rural, suburban and metropolitan areas. The drug problem has exacerbated violent crime activity; it touches every citizen in Tennessee in some way. Besides the physical consequences, the monetary burden of drug-related crime has been enormous. Drug traffickers transport and distribute drugs throughout the state each day. As drug distribution activities increasingly spread across multiple regions, integrated information sharing systems are needed to facilitate communication. Additionally, cross-jurisdictional efforts are required to confiscate illegal drugs and apprehend those responsible for their cultivation and proliferation.

Similarly, youth and adult gangs have impacted communities in all areas of the state. The gang problem has enhanced violent crime activity, creating hazardous conditions

such as aggravated assaults, rapes and homicides. Gang members and associates commit vandalism, drug trafficking and thefts in order to support the gang and their illegal activities. Firearms have played a major role as they are used with increasing frequency in violent confrontations such as drive-by shootings. Few law enforcement agencies have the personnel or funding to combat the gang problem alone.

**Program Response:**

**Multi-Jurisdictional Drug and Violent Crime Task Forces:** Tennessee's Drug and Violent Crime Task Forces were developed to address the problems identified above. Task Force activities have resulted in improved collaboration, written inter-agency agreements, pooling of resources including personnel and equipment, and a better system of addressing drug issues using a team concept. These task forces are formed under each District Attorney General in all but four (4) of the state's Judicial Districts and include a Board of Directors or Advisory Board that represents each participating agency.

State departments and agencies conduct cover and overt operations to disrupt drug traffickers. Covert operations target upper level drug dealers and overt operations involving the Tennessee Department of Safety and Judicial District Task Forces intercept the drugs while in transport. Intercepting these shipments often leads to controlled deliveries in Tennessee and other states that assist in mapping out the drug routes.

**Response to Gang Activity:** To address the needs of children who are at risk of becoming engaged in criminal gang activities, the Office of Criminal Justice Programs

has previously funded projects for the education of children through Gang Resistance Education and Training (GREAT), a national program sponsored by the U.S. Bureau of Alcohol, Tobacco, and Firearms (ATF). This program provided prevention tools to law enforcement operating in a school setting and has a proven track record of success in dissuading young people from being involved with gangs. Additionally, one local community, which had identified a significant increase in gang related crime, was awarded funds for start up of a gangs interdiction unit. This unit developed a community policing model in collaboration with several local law enforcement agencies in accomplishing their main goal of reducing gang related crime.

**Priority Area:**

**Court Support:** As public awareness has increased and community partnerships have formed, there has been an encouraging rise in the number of reported incidents to drug sales/use, violent crimes, and other criminal activities. A local result of increased reporting and investigation has been that the court systems have become overloaded with the large volume of cases.

Similarly, Tennessee is experiencing an increased tendency to report and prosecute domestic violence cases. The development of specialized investigative techniques, better education of law enforcement staff, and the addition of officers trained in specific areas of crime prevention have improved the ability of the criminal justice system to respond effectively to domestic violence cases.

Thus, the successes of some segments of the criminal justice system have caused a major problem within another important component of the system. In the metropolitan areas, it remains difficult for the current prosecution staffs and courts to present and adjudicate the pending drug, violent crime and domestic violence cases in a timely manner. The increase in the volume of specialized cases involving domestic violence, child abuse, or distribution/manufacture of illegal drugs, necessitates the availability of specialized attorneys devoted to the prosecution and defense of these accused individuals. These issues represent both a state and national priority.

**Program Response:**

**Pre-Trial Services:** Projects funded in the program area of Pre-Trial Services are designed to achieve the long-term goal of identifying and diverting less serious offenders into appropriate alternative resources without the necessity of taking them through the complete criminal justice process, including complete and time-consuming court hearings. A wide range of projects are funded in this program area including Drug Courts, specialized public defenders, foreign language interpreters to facilitate criminal justice investigation and intervention, and research and/or training events designed to enhance the ability of local jurisdictions to deal with specialized cases.

**Special Prosecution:** The long-term goal of this program is to enhance the prosecution of defendants implicated in child abuse, juvenile crime or drug possession/cultivation/distribution. Projects funded in the program area of special prosecution provide funding for the provision, training, and support of prosecutors whose

work is dedicated to the prosecution of defendants implicated in child abuse, juvenile crime cases, drug possession/cultivation/distribution. Prosecutors attend specialized training and workshops designed to improve their knowledge in assigned areas. They oversee all child and domestic violence cases, and most drug and violent crime cases, coming into the criminal courts. Some prosecutors also handle misdemeanants coming before the General Sessions and Criminal Courts. At all levels of the justice process, other assistant prosecutors provide assistance in case resolution through the direction of the lead prosecutor. Vertical prosecution of child abuse, juvenile crime and drug-related cases ensures strict, consistent prosecution, thereby increasing conviction rates and appropriate sentencing.

**Priority Area:**

**Victim Advocacy:** The criminal justice system has traditionally been offender-oriented, focusing on the apprehension, prosecution, punishment, rehabilitation and rights of the accused. Although victims and witnesses have always played a vital role in apprehension and prosecution of domestic violence offenders, the lack of understanding by the criminal justice system of their specialized needs made their participation difficult and limited in its effectiveness.

Legislation and case laws developed over the last twenty years have created a very complex and highly specialized prosecution system. In order to ensure victims' rights, training at both the prosecutor and law enforcement level must be upgraded on an



ongoing basis. A court system already inundated with other crimes is not prepared to handle the influx of these cases. Education and training is also lacking at the court level.

There is also a necessity for providing more services, appropriate notification of proceedings, and increased sensitivity to the rights of the victims to participate in the criminal justice process. Tennessee Code Annotated (TCA) 40-38-103 clearly holds the district attorney general responsible for ensuring that the above responsibilities are fulfilled. Given the current case load and structure of the court system, it is difficult to ensure that crime victims are provided with sufficient notices of all hearings, given sufficient opportunities to “be heard”, and are treated with diligence and sensitivity to their specialized needs.

**Program Response:**

**Domestic/Family Violence Training:** Projects funded through the Domestic Violence Training Program are designed to provide training for law enforcement personnel in the investigation of family/domestic violence issues including sexual assault, training for prosecutors in the unique dynamics of family/domestic violence cases and the successful prosecution of these cases, provide training for victim/witness coordinators who will specialize in cases involving family/domestic violence and crimes of violence, and provide requisite training for the investigation and prosecution of the crimes of family/domestic violence or sexual assault.

**Victim/Witness Program:** Projects funded through the Victim/Witness program are designed to provide victims of crime with services identified in the Crime Victims' Bill of Rights. Throughout the investigative, prosecution, and correctional stages of criminal cases, victims and witnesses are properly notified and given information in a timely way. Crime victims receive uniform rather than fragmented disjointed treatment. Competent, trained victim/witness coordinators provide services as part of a prosecution team, assisting in informing the victim about procedures, court dates, crisis intervention, support services, and appropriate referrals.

**Priority Area:**

**Offender Rehabilitation:** Many offenders in the criminal justice system do not have a high school education or marketable job skills. Their criminal lifestyle is often precipitated or exacerbated by substance abuse or addiction. Without the implementation of effective rehabilitation services, offenders often evidence a high rate of recidivism and exhibit a pattern of escalating criminal behaviors. Thus a major priority for Tennessee is the development and maintenance of a system of effective job, education, rehabilitation, and substance abuse treatment services for criminal justice offenders.

Another challenge facing the criminal justice system is the increasing number of mentally ill and dual diagnosed offenders coming into conflict with the law. With the trend toward de-institutionalization, many offenders formerly housed and treated in inpatient mental health facilities or specialized psychiatric settings are now released into the community with limited support services available to them. Without readily available support

services including psychotropic medications, many offenders revert to psychotic conditions and engage in behaviors that bring them into conflict with the criminal justice system.

**Program Response:**

**Correctional Treatment:** Projects funded in the program area of Correctional Treatment are designed to provide substance abuse treatment services which complement or enhance projects currently financed through the Residential Substance Abuse Treatment for State Prisoners (RSAT) Grant, or are designed to provide viable alternatives for offenders appearing before the State's Drug Courts. Additional projects focus on the specialized needs of mentally ill or dual diagnosed offenders, channeling them into appropriate diversionary resources to prevent the necessity of their arrest and incarceration.

This correctional treatment program is designed to create a continuum of care treatment approach for substance abusing, mentally ill, or dually diagnosed offenders who are involved in the criminal justice system. Services provided focus on the stabilization of the offender's mental health, or the development of cognitive, behavioral, social, and vocational skills necessary to empower these individuals to function successfully in the community.

For incarcerated offenders, a major long-term goal of projects funded in the area of correctional treatment is to provide effective aftercare services so that an offender is not abruptly "cut off" from necessary support services upon release from incarceration.

Components of aftercare focus not only on continued outpatient substance abuse treatment and mental health services, but also on other components of daily living that ensure successful re-integration into society. These components include ongoing training in job interview/job search skills, assistance and support in locating viable employment options, housing assistance, if needed, assistance in pursuing additional vocational training, and improving familial relationships.

**Priority Area:**

**Criminal Justice Records Improvement:** Tennessee has had few sources of sound criminal justice records information and has lacked adequate means to accomplish a statewide improvement of the criminal justice record system. The statewide capability to implement an efficient, cost-effective system of collecting and storing criminal justice information has not existed. Policy makers and criminal justice practitioners have had to base decisions on sketchy and inadequate information. A primary concern to the criminal justice community is Criminal History Records Information (CHRI). The spectrum of uses of CHRI data continues to widen, thereby compounding the need to improve the quality of these records. Tennessee faces additional challenges in the area of criminal history records due to the existence of a non-unified court system. Some of Tennessee's courts function under the auspices of the Tennessee Administrative Office of the Courts while other courts function with complete independence. Additionally, the collection of case disposition data and sharing of criminal history records through specially designed "middle ware" is needed to enable various components of the system to continue use of existing data collection sources and still maintain the degree of communication and

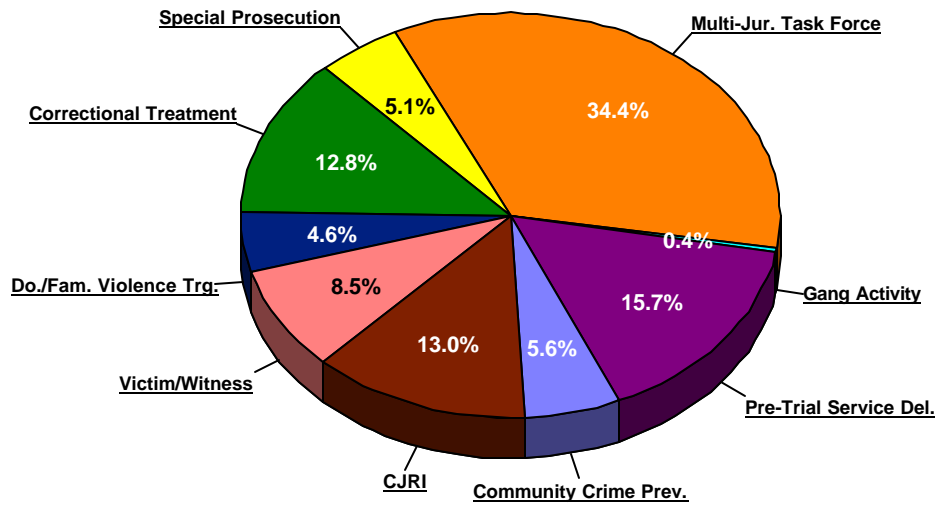
information sharing necessary for the appropriate documentation and disposition of criminal cases.

**Program Response:**

**Criminal Justice Information Systems**: The State of Tennessee, in an effort to improve the accuracy, timeliness, and completeness of criminal history information maintained in the repository of the Tennessee Bureau of Investigation (TBI), has undertaken an extensive effort to develop a comprehensive system in collaboration with all law enforcement and most criminal justice agencies in the state. This plan includes efforts to improve the collection capabilities of the law enforcement agencies, methods to increase the submission level and quality of criminal fingerprint cards, upgrading the central Automated Fingerprint Information System (AFIS), as well as the regional AFIS' and the central criminal history information center computer interface of all law enforcement agencies, courts, prosecutors, and correctional institutions with the central repository to improve the timeliness, accuracy, and ease of access to data. Additional projects fund software and/or personnel necessary to capture case disposition data and facilitate effective sharing of criminal history records information. Projects funded through this program area are designed to complement activities undertaken with the National Criminal History Improvement Plan (NCHIP) Grants.

# Edward Byrne Memorial Grant

## Allocated Funds for 2002 State Fiscal Year By Program Type



PROGRAM AREA	NUMBER OF PROJECTS FUNDING	FEDERAL BUDGET ALLOCATION
Multi-Jurisdictional Drug and Violent Crime Task Force	34	\$3,122,117
Correctional Treatment	13	\$1,156,500
Response to Gang Activity	1	\$34,852
Domestic/Family Violence Training Program	8	\$418,075
Community Crime Prevention	17	\$510,745
Criminal Justice Information System	27	\$1,175,828
Pre-Trial Service Delivery	24	\$1,420,785
Victim Witness	2	\$770,691
Special Prosecution	8	\$459,293
<b>TOTAL</b>	<b>134</b>	<b>\$9,068,886</b>

## **A Comprehensive Continuum of Crime Intervention Strategies**

The programs funded in Tennessee's 2000-2002 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement work together to form a comprehensive plan to reduce the incidents of violent crimes in Tennessee, prevent and control illegal drugs, and improve the operation of the criminal justice system. First, grassroots prevention projects funded in the level of Community Crime Prevention help to ensure that children are aware of the dangers of illegal drugs and have the resources available to avoid involvement in crime, drug use and delinquent activities. Community partnerships funded through projects in this program area also help citizens to mobilize their resources to protect themselves and their communities before crime occurs in their districts. In cases where drugs and violent crimes have already occurred, projects funded in the program areas of Drug and Violent Crime Task Forces and Response to Gang Activity work to ensure the swift identification and apprehension of suspected offenders. Once offenders are apprehended, projects funded in the program areas of Special Prosecution and Pre-Trial Services ensure the expeditious and effective processing of these cases through the court system, while the needs of crime victims are served through projects funded in the program areas of Victim/Witness and Domestic Violence Training. Once offenders are effectively prosecuted and incarcerated, projects funded in the area of Correctional Treatment help to provide them with the skills and services they need for successful rehabilitation to occur, thus ending the cycle of recidivism and enabling them to be successfully re-integrated into the community. Finally, projects funded in the area of Criminal Justice Information Systems enable the entire criminal justice community to

share more accurate information on criminal histories in a more comprehensive and technologically efficient manner.

### **Collaborative Planning/Interagency Activities and Funding**

Tennessee continues implementation of its new Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement. This innovative plan relies on “indigenous components” within Tennessee’s criminal justice system to identify resource needs and gaps in services, identify and develop programs and project models to address identified needs, and develop effective strategies to evaluate the success of projects and program models selected for funding. Following receipt of feedback from criminal justice system components, the Office of Criminal Justice Programs (OCJP) utilizes the input and expertise of a statewide Executive Criminal Justice Advisory Committee. The Executive Criminal Justice Advisory Committee, composed of key individuals from a variety of local and state criminal justice agencies, reviews priorities and program models identified by the “indigenous components” within Tennessee’s criminal justice system and makes recommendations to the Office of Criminal Justice Programs regarding priorities for the funding in the upcoming fiscal year.

### **Interagency Cooperation and Participation**

The Office of Criminal Justice Programs works closely with the Statistical Analysis Center (SAC) within the Tennessee Bureau of Investigation to access their services in collecting and compiling relevant data on the criminal justice system. The Office of



Criminal Justice Programs participates in a SAC Advisory Committee designed to ascertain which research initiatives should receive priority during each funding year.

The Office of Criminal Justice Programs (OCJP) oversees the Criminal Justice Information System Task Force, a committee chaired by the Tennessee Bureau of Investigation (TBI) Director, and designed to address the needs of local and state law enforcement officials in implementing a reliable system of criminal records information. Information is shared regarding the availability, provisions, and reporting requirements of grants administered by OCJP. The committee includes sheriffs and police department technical staff in addition to staff from various state offices that contribute to any aspect of criminal justice and/or criminal history records.

Representatives from the Office of Criminal Justice Programs (OCJP) participated in meetings of the Tennessee Sheriff's Association and the Police Chief's Association, which were held several times during this past fiscal year. Emphasis was placed on the grants available through the OCJP and how grant awards could be used to address community needs and gaps in services.

The Office of Criminal Justice Programs (OCJP) continues to provide technical support and direction to its subgrantees through periodic revision and dissemination of the Tennessee Administrative Manual for Byrne Formula Grant Subrecipients. The guide serves as a reference for the financial and programmatic requirements/responsibilities of projects funded through the Edward Byrne Memorial Grant Program. Additionally,

OCJP maintains a web site where current issues and activities of interest to subgrantees and the general public are identified.

### **Collaborative Funding**

The Office of Criminal Justice Programs (OCJP) also enjoys a unique opportunity to enhance and support the efforts of Byrne funded programs through collaborative funding with several other grants administered by OCJP. These grants include the Local Law Enforcement Block Grant (LLEBG), the Violence Against Women ACT (VAWA or STOP) Grant, the National Criminal History Improvement Plan (NCHIP) Grant, Victims of Crime Act (VOCA) Grant, the Family Violence Shelters Grant, and the Residential Substance Abuse Treatment (RSAT) Grant.

Programs funded through the Edward Byrne Memorial Grant in the areas of Domestic Violence Training and Victim/Witness are working collaboratively with projects funded through the VAWA Grant, the VOCA Grant, and the Family Violence Shelter Grant to ensure an effective continuum of prevention and intervention in the area of domestic violence. With combined funds of over ten million dollars, these grant programs are working together to ensure that effective domestic violence training and prevention programs are in place for law enforcement personnel, that victims receive the support services they need, that perpetrators of domestic violence are swiftly and effectively prosecuted, and that emergency residential services are available for immediate occupancy when domestic violence occurs.

Over two million dollars in RSAT funds and Edward Byrne Memorial Grant funds are being used to establish a continuum of care for substance abuse treatment that includes both assessment, outpatient care, inpatient care, and aftercare for a variety of offenders evidencing a need for this type of intervention. Byrne funds are used to purchase substance abuse prevention, outpatient and aftercare services, while RSAT funds are used to address the needs of offenders requiring long-term residential substance abuse treatment.

In the area of criminal history records improvement, the 5% set –aside requirement of the Edward Byrne Grant is being used to complement and enhance activities funded through the National Criminal History Improvement Plan (NCHIP) Grant. Projects funded through the NCHIP Grant are focusing on updating and expanding uniform crime reporting and increasing the submission of fingerprints and dispositions from agencies in the field. The 5% set-aside in the Edward Byrne Grant supports this objective through providing funding for the Tennessee Incident Based Reporting System (TIBRS), a uniform crime reporting system designed to complement criminal history records improvement projects funded through the NCHIP Grant.

## II

# EVALUATION PLAN AND ACTIVITIES

## **Evaluation Plan and Activities**

The Office of Criminal Justice Programs (OCJP) has incorporated a multi-faceted paradigm for evaluating the success of programs funded through the Edward Byrne Memorial Grant. This paradigm includes the submission, review, and evaluation of subgrantee semi-annual and annual reports, objective financial and programmatic monitoring reviews obtained from the Office of Program Accountability Review (PAR) within the Department of Finance and Administration, and regular phone contacts and periodic site visits conducted by OCJP program managers. Many Byrne Project Directors complete or subcontract for internal, project-specific process and outcomes research measures to assess the effectiveness of their own project models. Additionally, the Office of Criminal Justice Programs received a BJA Evaluation Partnership Grant awarded to OCJP and its subcontractor, Correctional Counseling Inc. This subgrant, initiated in the 1998/1999 fiscal year, was designed to provide a formal, independent impact evaluation of the effectiveness of Tennessee's Multi-Jurisdictional Task Forces, the program area where over one third of Tennessee's annual Byrne Grant award is allocated on a continuing basis. The evaluation was completed during the 2000/2001 fiscal year period and OCJP has recently begun, during this last year, to initiate some of the recommendations made from this extensive assessment (most specifically in the area of ongoing evaluation).

The submission of standardized semi-annual and annual reports are required of all Byrne subgrantees. These reports, devised for each program area by the Office of Criminal

Justice Programs (OCJP), are designed to capture data necessary to ascertain the degree of progress each project has made in meeting its identified goals and objectives. Additionally, annual reports, completed by each Project Administrator enables subgrantees to evaluate their own success through specifically reporting on how their project has achieved its referenced goals and objectives.

Following receipt of individual project reports, OCJP Program Managers assigned to each program area review, evaluate, compile and analyze submitted information to determine the collective impact the projects funded in each program area have made in crime reduction and in meeting the program's identified goals and objectives. The OCJP shares evaluation results with the OCJP Executive Criminal Justice Advisory Committee, and, based on results of analyses conducted, current crime data, and available research information, proposes adjustments to program models and funding activities.

During the 98/99 fiscal year, Tennessee adopted a statewide policy requiring each Tennessee State agency to develop a well-documented grant/contract monitoring plan for all subgrantees and/or subcontractors to ensure compliance with applicable state and/or federal monitoring requirements. During the current fiscal year, the Office of Criminal Justice Programs (OCJP) continued its Memorandum of Understanding with the Office of Program Accountability Review, within the Tennessee Department of Finance and Administration, to achieve coordinated, objective monitoring of its subgrantees and comply with this state requirement.

Under terms of the Memorandum of Understanding, the Office of Program Accountability Review (PAR) will provide program and fiscal monitoring and evaluation of subgrantees to determine if the subgrantee is adequately providing the services specified in the subgrant and in accordance with established program policies and procedures. Additionally, the PAR will investigate any special concerns expressed by OCJP relative to any specific project. Accomplishing subrecipient monitoring objectives is achieved by PAR through a variety of monitoring techniques employed including physical examination of facilities and records, confirmation, vouching, tracing, inquiry, observation, reconciliation, inspection, and analytical procedures. The OCJP prepared and submitted this year, as part of the Memorandum of Understanding with PAR, a comprehensive monitoring plan that identified the frequency and degree of monitoring PAR will conduct based on the amount of funding involved with each subrecipient and other identified “risk factors”. Based on information provided, each subrecipient will be monitored by PAR every one to three years, with agencies receiving the largest amount of funds or identified as having greater risk factors being monitored most frequently.

Each program manager employed in the Office of Criminal Justice Program is responsible for oversight and management of projects administered in program areas assigned to him/her. Oversight responsibilities include reviewing subgrantee applications to ensure that measurable goals and objectives for each project are identified prior to funding and that, once funded, a realistic plan of evaluation is in place to determine the degree of success each project has made in achieving its identified goals and objectives. In addition to reviewing and utilizing information in subgrantee semi-annual and annual

reports, program managers maintain periodic phone contact with subgrantees throughout the year providing information and technical assistance to subgrantees as needed and requested.

The State of Tennessee identified in its 2000-2002 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement offender apprehension as its first priority in the area of law enforcement. The primary method described for the implementation of this strategy was Multi-Jurisdictional Drug and Violent Crime Task Forces. The most important achievement made during fiscal year 2000/2001 by the Office of Criminal Justice Programs in the area of program evaluation was the completion of an evaluation of Task Force activities conducted by Correctional Counseling Inc. that was funded through an Edward Byrne Evaluation Partnership Grant awarded to OCJP by BJA. The analysis identified needs for fine-tuning policies, leadership intervention, and/or procedures to direct future implementation of Task Force activities by state and local agencies. Based on results of the evaluation, two (2) of the several recommendations that were made were immediately initiated. The first initiative was for the funding for a drug task coordinators position. The major goals of the position are to develop standard operating procedures to be used as guides for the drug Task Forces. Also the coordinator will encourage interagency cooperation and participation in the Drug Task Force program, be used as a clearinghouse for Drug Task Force related information and become a point of contact between the Tennessee Bureau of Investigation, Office of Criminal Justice Programs and the District Attorney General's conference for the Drug Task Forces. The second initiative was to assist all drug task



forces in initiating logic model designs for their individual projects. This entailed several extensive training sessions in which they were given the tools to focus on their specific needs, formulate obtainable goals, objectives and outcomes and to then design data collection mechanisms in which to track their successes. The drug task forces began instituting their new project logic models at the beginning of this current fiscal year and OCJP as well as the drug task forces have high expectations for this results based model for future funding opportunities.

The following spreadsheet contains a condensed overview of funded program areas/projects with their intended goals and outcomes in addition to a methodology regarding evaluation processes.

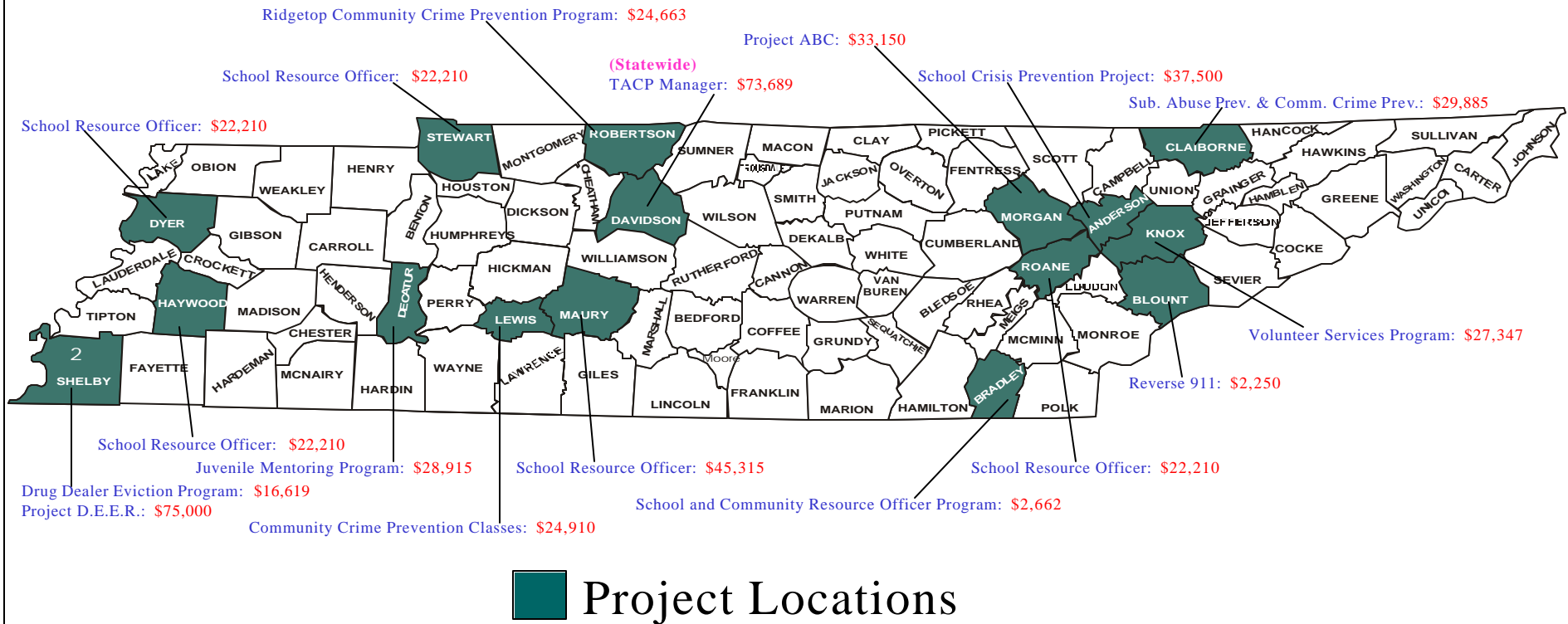
## Byrne Program Summary/Outcome Grid

Program Title	# of Projects	Purpose Area	Evaluators	Intended Outcomes/ Goals	Evaluation Methodology
Multi-Jurisdictional Drug & Violent Crime Task Forces	34	2	OCJP, Self Evaluation	Minimize violent crime and the use, production, and transportation of illegal drugs via integration of federal, state, and local drug enforcement agencies and prosecutors.	Annual Self Evaluation Reports, On-site program & fiscal monitoring
Correctional Treatment	13	11	OCJP, Self Evaluation	Reduce recidivism by treating adult and juvenile substance abusers	Annual Self Evaluation Reports, On-site program & fiscal monitoring
Response to Gang Activity	1	24	OCJP	Facilitate law enforcement & prevention programs that relate to gangs or youth at risk of gang involvement. Reduce the incidences of arson, via prevention & control techniques.	Annual Self Evaluation Reports, On-site program & fiscal monitoring
Domestic/Family Violence Training Programs	8	18	OCJP	Educate community in the area of domestic & family violence, including abuse of children & the elderly.	Annual Self Evaluation Reports, On-site program & fiscal monitoring
Community Crime Prevention	17	4	OCJP	Reduce the incidence of crime in the community by supplementing the local law enforcement with additional officers and equipment.	Annual Self Evaluation Reports, On-site program & fiscal monitoring
Criminal Justice Information System	27	15B	OCJP, TBI, Self Evaluation	Equip, collect, & submit, criminal history records to the TBI on a timely and accurate basis.	Annual Self Evaluation Reports, TBI Statistics, On-site program & fiscal monitoring
Pre-Trial Service Delivery	24	10	OCJP	Expediting violent crime & drug cases by the use of attorneys specifically assigned to screen and prioritize adjudication efforts.	Annual Self Evaluation Reports, On-site program & fiscal monitoring
Victim/Witness	2	14	OCJP	Provide support and assistance to witnesses and jurors experiencing stress or needing protection or assurance.	Annual Self Evaluation Reports, On-site program & fiscal monitoring
Special Prosecution	8	10	OCJP	Expedite adjudication of violent crime and drug cases by facilitating the assignment of specialized prosecutors.	Annual Self Evaluation Reports, On-site program & fiscal monitoring
<b>Total</b>	<b>134</b>				

# III

## SUMMARY OF PROGRAMS, PERFORMANCE MEASURES, EVALUATION METHODS AND EVALUATION RESULTS

# Community Crime Prevention Program



## **Community Crime Prevention Program**

In order to effectively address the issue of drug abuse, gang-related crimes, acts of violence, or other illegal behaviors, effective intervention must occur at a very young age. As stated in the National Drug Control Strategy, 2001 Annual Report, researchers have identified important factors that place youth at risk of drug abuse and engagement in other acts of anti-social behavior. Risk factors include shy, aggressive, and impulsive personality traits and poor academic achievement, poor parental monitoring and exposure to substance abuse by parents and siblings, a pro-drug use school norm and availability of drugs on or near the school campus, lack of positive academic and recreational programming during after-school hours, and low levels of enforcement of laws pertaining to use of illegal drugs by minors.

Protective factors include a stable temperament, a high degree of motivation, a strong parent-child bond, consistent parent supervision and discipline, bonding to prosocial institutions, associations with peers who hold conventional attitudes, and consistent, community-wide drug use messages.

In an effort to stop the cycle of drug use and other criminal behaviors before the need for apprehension and prosecution become evident, Tennessee selected the program area of community crime prevention as one of its six focus areas for grant solicitation in the 2001/2002 fiscal year. Specifically targeted within the area of community crime

prevention were substance abuse crime prevention initiatives targeting grades K-12 that included the following components: increased accountability to adult role models, sustained length of intervention across early years and through the high risk period of puberty, skills enhancement of youth and parents and/or guardians, and multiple components preferably with the flexibility to address individual/specific needs. It was also stipulated that projects should not be based on a punishment model nor be solely peer led. Also targeted within the program area of community crime prevention were projects to fund community and neighborhood programs to assist citizens in preventing and controlling crime.

A total of seventeen (17) projects in the program area of Community Crime Prevention were funded in the 2001/2002 fiscal year period amounting to over \$500,000 in appropriated federal dollars.

Focusing intervention on children at the earliest stage in their development, the Office of Criminal Justice Programs (OCJP) provided continuation funds this fiscal year to Morgan County for implementation of “Project ABC” and to Claiborne County for the Teach All Students Healthy Attitudes (TASHA) project.

The Morgan County Board of Education continued implementation of “Project ABC” targeting intervention for children in grades K-8 displaying the following risk factors: economic deprivation, exhibition of serious and or early and persistent anti-social behaviors, academic failure beginning in the early pubescent developmental period,

lowered identification to the role of student, presence and or favorable attitudes regarding alcohol and drugs within the family, and children with a family member who has been incarcerated. Referrals come to the program as a result of teacher/counselor identification, as follow-up to a crisis situation within the school setting, or as a result of requests from family members for assistance. The project utilizes the “Strengthening Families Program” curriculum and has three basic components: parent skills development, child skills training and counseling, and opportunity for family skills building through experiential learning. A file is maintained on each child enrolled in the project. The success of the project is measured through observed and documented changes in psychosocial functioning, improvement in academic functioning, and improvement in family functioning as measured by increased structure, clarity of roles and norms, decreased incidents of family conflict, decreased overall family stress level, and appropriate limit setting. This project uses the Shortform Assessment for Children (SAC) developed by the University of Tennessee Children’s Mental Health Research Center as an evaluative tool to assess the effectiveness of the project’s implementation. The SAC provides information on internalizing behaviors (anxious inhibited behavior), externalizing behavior (aggressive, anti-social behavior), and overall problem behavior. Pre and post-test assessment and observation data suggest a significant decrease in problem behaviors and a corresponding increase in pro-social behaviors in children for whom intervention was provided.



Continuation funds were issued to the Claiborne County Sheriff's Office for a project designed to educate young children about personal safety and the dangers of drug use and which also works with adolescents to deter the proliferation of illegal drugs in the public school system.

This project makes use of a K-9 specially trained to detect the presence of illegal drugs. The dog, named Tasha (acronym for **T**each **A**ll **S**tudents **H**ealthy **A**ttitudes) is used to teach children in the Head Start program and grades K-3, fundamental safety issues like stranger safety, gun safety, when to call 911, and why and how to avoid illegal drugs. Additionally, in the high school setting, Tasha is used to detect the presence of illegal drugs in the school setting. Officers take a proactive approach by allowing students to anonymously place any illegal drugs in an "amnesty box" prior to Tasha's visit. Tasha is then used to detect the presence of any remaining illegal substances in the school. Officers working with Tasha also use these visits as an opportunity to interact with students and provide further education on the dangers and risks of using illegal drugs. In addition to working with children in their schools this project also provided other community crime prevention initiatives in the form of citizen and business meetings and training sessions. Some of the topics included home crime prevention, neighborhood watches, methamphetamine labs and terrorism.

Projects funded to target intervention for older children and adolescents include the Anderson County School System Crisis/Crime Prevention Project, the Decatur County



Mentoring Project, the Lewis County Government Crime Prevention Project, and five (5) school resource officer projects.

The Anderson County School System Crisis/Crime Prevention Project funds a crisis counselor who is shared by 2 high schools in Anderson County. The counselor is responsible for conducting assessments, making service referrals, clinical consultation with at-risk students, conducting consultations with families and school staff, conducting workshops for students, families and staff and performing other crisis prevention, intervention and post intervention services. During this reporting period, the project utilized graduate interns from a local college to expand and complement service delivery, with the result that an unprecedented number of students and families were served. Sessions with students were made addressing issues such as suicide, depression, interpersonal violence, domestic violence, child abuse, interpersonal conflicts, dating violence, self-esteem, sexual abuse, drug and alcohol abuse, and grief resolution.

A continuation grant awarded to the Decatur County Government enabled this small rural community to continue implementation of the Decatur County Mentoring Program. This project targeted children ages eight (8) to seventeen (17) years of age who have experienced their first contact with the juvenile court. These children were paired with specially trained “mentors”, many of whom are former educators, who worked with the children a minimum of one (1) hour per week to support youth in the development of positive, pro-social behaviors. Thirty-seven (37) children received services through the

Decatur County Mentoring Project this year, with improvement in behaviors and a decrease in status and felony offenses noted.

A grant issued to the Lewis County government provided for the implementation of conflict resolution and anger management training to youth and adults at risk of committing crimes and engaging in substance abuse to a three (3) county region with plans to expand to another three (3) counties for this coming year. The project utilizes a conflict resolution curriculum established through a regional Victim Offender Reconciliation Program (VORP) and an addiction prevention component through a subcontract with a local drug abuse treatment center. Approximately three (3) to four (4) classes were held each month of the project's implementation with more than two thousand three hundred (2,300) individuals served during this past fiscal year period.

Through implementation of Safe and Drug-Free Schools and Communities funds Tennessee established a School Safety Center in 1995. The School Safety Center continues to provide training and technical assistance to local schools and communities in the areas of violence prevention and school safety. It works in partnership with the Tennessee Legal Community Foundation of the Tennessee Bar Association to provide conflict resolution and classroom management training to teams of elementary and middle school teachers and administrators. Over one thousand seven hundred (1,700) educators and law enforcement personnel have been trained to date using this model. Additionally, School Safety Centers worked with the Tennessee Bureau of Investigation (TBI) to conduct background checks on educators and school employees, with the Bomb

and Arson Section of the Fire Marshal's Office in managing bomb threats, and with the Tennessee Department of Safety in supporting statewide D.A.R.E. projects. Over 400 local law enforcement officers have been certified in the D.A.R.E. program with D.A.R.E. being taught in 85% of the state's school districts. To date sixty thousand (60,000) 5<sup>th</sup> and 6<sup>th</sup> graders in Tennessee have received D.A.R.E. training.

The Office of Criminal Justice Programs (OCJP), in support of the Safe and Drug Free Schools and Communities Initiative, maintained continuation grants this year with five (5) agencies to fund six (6) additional school resource officer positions. School Resource Officers generally rotated their time and responsibility among a variety of elementary, middle, junior high, and high schools in the school district for which they are employed.



In addition to creating a law enforcement presence within the schools, the School Resource Officers:

- Monitor a majority of school athletic and program functions
- Assist in the identification of at-risk students and make appropriate service referral recommendations
- Provide mentoring services for at-risk students who otherwise have few appropriate role models
- Meet with parents and school officials to discuss issues of common concern
- Provide classroom instruction on alcohol/drug resistance and driver safety issues
- Assist staff in handling potentially volatile confrontations with students.

The Office of Criminal Justice Programs (OCJP) continues to support the concept of empowering citizens to protect themselves and their communities through implementation of a state-funded initiative called the Safe Neighborhoods Program. Funds issued through the DOJ/COPS Universal Hiring Program have enabled many local law enforcement agencies to employ badly needed additional officers who are dedicated to community crime prevention activities. The State of Tennessee last year provided additional support to its communities in their ability to secure COPS grants by allocating 7.5 million dollars in State funds for a Safe Neighborhoods Grant. This grant, administered by the Office of Criminal Justice Programs (OCJP), provided assistance for local communities in securing COPS grants available through the COPS Universal Hiring Program, which allowed the COPS program to fund seventy-five percent (75%) of the project and the State to fund ten percent (10%) of the total project amount. Therefore

only fifteen percent (15%) of the matching funds required were required from the local agency.

The Office of Criminal Justice Programs (OCJP) supported training activities this year by providing continuation funding to the City of Knoxville for the Tennessee Chiefs of Police Management Leadership Training and by funding a volunteer services coordinator for the Knox County Sheriff's Office.

A grant was continued with the city of Knoxville this year for the Tennessee Chiefs of Police Management Leadership Training. Grant funds were used to fund the salary of a director/coordinator for the Tennessee Chiefs of Police. The function of this position is to develop a training curriculum for leadership development, provide educational and training programs for executive law enforcement personnel on a multi-jurisdictional statewide basis, and provide technical assistance to member agencies that are State and local units of government. Some of the training topics presented during the course of the year were "Bombs, Guns and Weapons of Violence", "Meth/Clan Lab Enforcement", "Screening Out Hostile Employees", "Small Police Department Issues", "Police Response to Pentagon Attack" and "Critical Liability Issues for Today's Police Executive". Additionally, the Executive Director of this project has also developed and maintains a highly informative and educational website (<http://www.tacp.org/>).

A grant was also continued with the Knox County Sheriff's Office funding a volunteer services coordinator to conduct screenings of potential volunteers and volunteer applicant

interviews, assist in training volunteers for various assignments, and coordinate all volunteer activities within the Sheriff's Office.

Two (2) projects in community crime prevention were funded this year that focused on the unmet equipment and technology needs of small police departments and sheriff's offices that do not meet the population requirements to be eligible for Local Law Enforcement Block (LLEBG) grants. Projects funded in this area included the Reverse 911 project in Blount County and the Ridgetop Community Crime Prevention Initiative.

A continuation grant issued to the Blount County government enabled the county to install reverse 911 equipment. This equipment has been used for a variety of purposes including alerting neighborhoods to possible drug trafficking suspects, auto thefts, car and home burglaries, and lost or missing persons. Additionally it has been used to notify schools and daycare centers of possible sex offenders in the area and businesses have been notified of shoplifters, check writing scams, and robberies occurring within the community.

A continuation grant was issued by the Office of Criminal Justice Programs (OCJP) this year to the City of Ridgetop for the Ridgetop Community Crime Prevention Initiative. This project added a patrol supervisor to community policing and provided equipment for the officer and his vehicle. The function of the officer assigned to this duty was to implement and increase neighborhood watch programs and supervise patrolmen and report to the police chief on their activities.

A final grant issued this year in the program area of Community Crime Prevention was to the 30<sup>th</sup> Judicial District (Memphis area) to support enforcement of Tennessee Code Annotated (TCA) 66-7-107) that provides for the eviction of persons from rental property where the property is used for felony drug or prostitution violations. During this reporting period, project personnel reviewed over two thousand five hundred and thirty-six (2,536) referrals, in which six hundred and forty-two (642) were opened, and one thousand one hundred and twenty-three (1,123) individuals were evicted.

### **Goals, Objectives, and Activities**

Tennessee established as its primary goal for the community crime prevention program the improvement of the quality of life in neighborhoods by assisting citizens in organizing their neighborhoods to prevent and control crime.

Objectives supporting this goal include increased community access to police, increasing community awareness and access to educational, social, and crime prevention programs, and increasing awareness of juvenile issues in relation to community based activities.

Activities consistent with this goal and objectives were to enlist the aid of residents in reporting suspected illegal activities, provide non-routine random patrols, conduct community organizational activities, conduct surveys of targeted areas, and increase financial and administrative support for School Resource Officers.

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above objectives included increasing the availability of therapeutic intervention for young people prior to or after having contacts with law enforcement or the courts in addition to providing students with a safe environment in which to learn, providing communities/civilians with essential information to assist them in avoiding becoming victims of crime and assisting law enforcement in receiving needed training opportunities and assisting them in focusing their energies on spending additional time in direct interaction with the community by reducing time spent on administrative tasks.

### **Program Accomplishments and Evaluation Results**

With the diversity of projects funded in the area of community crime prevention this year, the Office of Criminal Justice Programs (OCJP) met or exceeded its objectives in this program area. A decrease in assaults and vandalism occurred on school property where school resource officers were located, and the communities in which additional law enforcement presence and neighborhood watch programs were made available all reflected a decrease in crime. The long-term impact of youth diversion and prevention projects remains to be determined though all projects expounded immediate results for the majority of those receiving these services.



# Multi-Jurisdictional Drug and Violent Crime Task Force Program

## (Statewide Projects)

Project Burn Out: \$32,181

Forensic Academy: \$107,854

Evidence Technician Support: \$193,603

Hazardous Device Robot: \$75,000

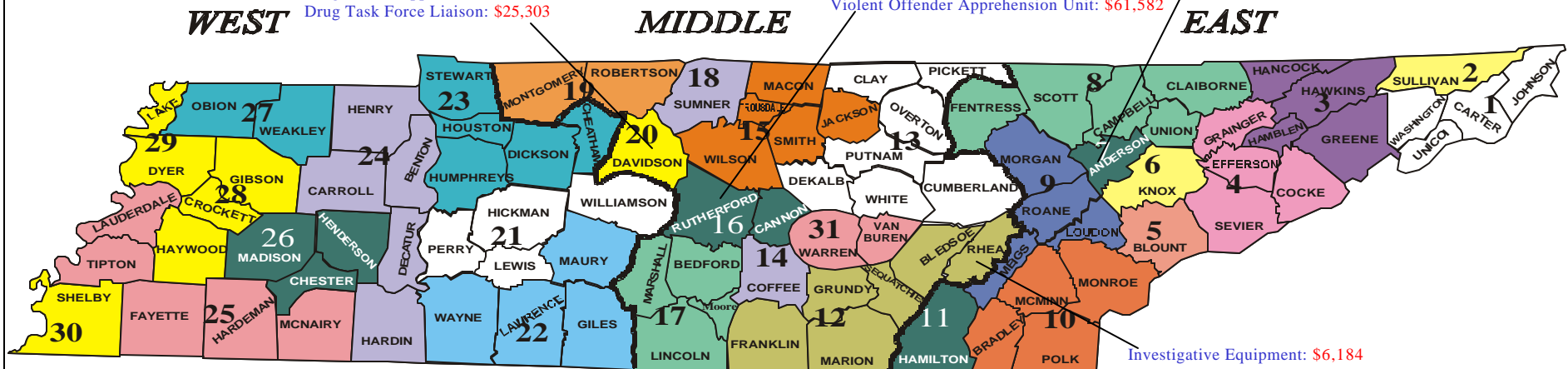
Drug Court Support: \$37,950

Drug Task Force Liaison: \$25,303

Investigation Enhancement Project: \$20,960

Violent Offender Apprehension Unit: \$61,582

Investigative Equipment: \$6,184



(4) Judicial Districts without Task Forces

OCJP funds 25 Judicial District Multi-Jurisdictional Drug and Violent Crime Task Forces and 9 additional projects which support the state's drug and violent crime efforts.

\* Judicial Districts 28, 29 & 30 have combined to create 1 Multi-Jurisdictional Drug & Violent Crime Task Force.

## **Multi-Jurisdictional Drug and Violent Crime Task Force Program**

The possession, manufacture, and sale of illegal drugs continue to exert a negative impact on Tennessee's rural, suburban and urban communities. The drug problem has enhanced violent crime activity, contributed to an increase in homicides, assaults, and rapes, and has often involved the use of firearms in violent confrontations as drug traffickers conduct their illegal activities.

Tennessee has launched an extensive campaign to reduce the infiltration of illegal drugs in the state through the establishment of 25 Multi-Jurisdictional Judicial District Drug and Violent Crime Task Forces that are specifically designed to locate and eradicate illegal drugs and prosecute those involved in the possession, manufacture, distribution, or sale of illegal substances. Additionally, OCJP funded nine (9) projects supporting other related endeavors across the state that work to enhance and support the task forces.



Over three million dollars from Tennessee's Edward Byrne grant allocation funds an extensive Multi-Jurisdictional Task Force initiative with supporting projects that enables

all but 4 judicial districts within the state to have specially trained Multi-Jurisdictional units devoted to this cause.

The majority of the funds are appropriated to cover the operational expenses of Task Forces, with additional funds being allocated for confidential funds or “buy money”, specialized training, and specialized equipment needs. Like funds allocated to the Victim/Witness Program, Multi-Jurisdictional Judicial Drug and Violent Crime Task Forces are funded on an ongoing basis and are not time-limited. This ability to renew these grants on an ongoing basis is critical to providing the financial support necessary for these specially designed forces to continue implementation of these vital activities. Additionally it allows the DTF’s to keep focused on their goals without being forced to make financial security their top priority.

The Drug Task Forces funded through Tennessee’s Byrne Grant program have sought to remedy the problem of illegal drugs by focusing on their source, identifying the manufacturers of methamphetamine, dismantling their laboratories and prosecuting these offenders in federal court. Additionally, marijuana plants are being identified and eradicated at a high rate in Tennessee. The Task Forces also attack the drug problem through highway interdiction. Some of the Judicial District Task Forces work both the interstates and secondary highways. The interdiction aspect of the Task Forces disrupts the flow of illegal drugs and enables the Multi-Jurisdictional Task Forces to develop leads to mid and upper level dealers who are responsible for major drug distribution rings within the state.

The vast majority of Tennessee's Drug and Violent Crime Task Forces conducted Multi-Jurisdictional Advisory Board meetings on a quarterly basis this year, with some boards meeting on a more frequent basis. Nearly all Task Forces surveyed to date report crack cocaine and methamphetamine as the top drugs of choice in their areas. However, designer drugs and the diversion of prescription medication also continue to exacerbate the problem and stretch to the limit the resources of the drug task forces.

Tennessee's Drug and Violent Crime Task Forces continue to inhibit the production of methamphetamine in Tennessee. The 27<sup>th</sup> Judicial District sponsored a clandestine lab training that produced four (4) clandestine lab certified officers, including eight (8) DTF agents, in the West Tennessee area. This training has increased awareness and enables many jurisdictions to have access to a trained officer when a methamphetamine lab is discovered.

The 8<sup>th</sup> Judicial District Drug Task Force reported to have the largest methamphetamine case in the state in 2001-2002. They worked in collaboration with three other Drug Task Forces as well as the Tennessee Bureau of Investigation and the Drug Enforcement Agency. Eight individuals were charged and indicted at the federal level and one kilogram of cocaine, 1800 ecstasy pills, two ounces of pure MDMA, fourteen pounds of marijuana and nine pounds of methamphetamine were seized as a result.

As evidence of efforts to target mid to upper level dealers, the 17<sup>th</sup> Judicial District Drug Task Force reported forty cases indicted in federal court in 2001-2002. The 4<sup>th</sup> Judicial District Drug Task Force was able to assist the Governor's Eradication Team and seized 6,791 marijuana plants from Cocke and Sevier County, two of the largest marijuana producing counties in the state.

An additional grant was added this year to the Tennessee Bureau of Investigation for the establishment of a Drug Task Force Coordinator. This position was born out of the Drug Task Force evaluation completed the previous year. The Coordinator was hired in June of 2002. The goals of the position are to develop standard operating procedures to be used as guides for the drug Task Forces. The coordinator will also encourage interagency cooperation and participation in the Drug Task force program, be used as a clearinghouse for Drug Task Force related information and become a point of contact between the Tennessee Bureau of Investigation, Office of Criminal Justice Programs and the District Attorney General's conference for the Drug Task Forces. To enhance communication a quarterly newsletter is being published to facilitate communication as well as disseminate important and relevant information to the DTF's. (See attachment A).

S.O.R.T (Special Operation Response Team) granted to the Bomb and Arson Unit of the Tennessee Department of Commerce and Insurance has continued to achieve its goals in 2001-2002. They opened 390 investigations, examined 195 crime scenes of which 182 (93%) were ruled to be arson. This figure represents an 11.5% increase over the same period last year. The total dollar loss associated with these incidents of arson was

\$21,299,000.00. The percent of arson cases cleared through arrest was 49%, more than twice the national average. Their average response time to scenes involving suspected homicides, multiple injuries, or property damage in excess of \$1,000,000.00 was one hour and fifteen minutes. This figure is a significant improvement over their stated goal of four hours. In 2001-2002 the Bomb and Arson Unit responded to three hundred and eighty three scenes. They continue to provide training to federal, state and local law enforcement officers and fire service personnel. In 2001-2002 the AIMS 2000 system became operational. This record management system has allowed the Arson and Bomb unit to go from an out of date manual card system to a state of the art computerized system. Data entry began in January of 2002 and by June 30, 2002 over 200 criminal cases had been placed in the system. Currently two of the six partnering agencies have begun utilizing the database, Metropolitan Nashville Police Department and Knox County Sheriff's Office. The S.O.R.T. team continues to use local arson investigators on the team as they respond to the most serious of cases.

Also in support of offender apprehension efforts, The Office of Criminal Justice Programs (OCJP) initiated this year a new grant with the City of Clinton in support of their investigative unit. The City of Clinton has a highly trained investigative team that has historically worked collaboratively with other local, state and federal law enforcement agencies in the area of offender apprehension. This grant provided for new/replacement investigative equipment which the city could not afford due to budgetary constraints.

Also new this year was a grant awarded to the Tennessee Bureau of Investigation to support additional evidence technician positions. As stated earlier in this report the T.B.I. is the primary agency to which evidence from local law enforcement agencies is sent for evaluation purposes. This unit has been suffering for several years with a backlog of evidence that was directly inhibiting prosecution efforts across the state. During the course of this past year several of these technician positions have been filled and have received T.B.I. required training in their respective units of drug chemistry, serology, evidence receiving, latent prints and toxicology. A minimal amount of backlogged evidence has been cleared as of this date with the expectation that these numbers will significantly improve over the next several years of the grant.

Rutherford County Sheriff's Department was awarded a one-year grant to assist in establishing a Violent Offender Apprehension Unit. The population of this community has risen over 40% over the last eighteen (18) years. Unfortunately with the increase in population came an increase in the incidents of crime. This unit's responsibility is to serve warrants primarily on violent offenders in cooperation with other local, state and federal law enforcement agencies. During the course of the past year this two-man unit attempted to serve approximately one thousand six hundred (1,600) warrants with four hundred and sixty six (466) of those culminating in arrests.

A continuation grant to the City of Knoxville enabled the Knoxville Police Department to subcontract with the Tennessee Institute for Public Service to develop and implement training for law enforcement personnel on identification, collection, and preservation of

forensic evidence. The ten-week course offers training in recognizing, collecting, and preserving crime scene evidence, applying technology in the field, preserving the integrity of a crime scene, and properly processing evidence for analysis or courtroom presentations. As a result, quality evidence will be available for the purpose of prosecution. The established curriculum includes the following components:

- Introduction to forensic and evidence identification, collection, preservation, and managing a crime scene
- Crime scene photography
- Crime scene sketching/diagramming (use of computer generated programs)
- Latent fingerprint identification and recovery
- Homicide and death investigation
- Trace evidence, questioned documents, footwear/tire impressions & tool marks
- Serology, body fluid recovery, blood splatter and recovery
- Auto theft and hit and run
- Firearms, bullet recovery
- Basic arson, crime scene investigation
- Legal aspects of evidence

### **Goals, Objectives and Activities**

Tennessee established as its goal in the program area of Multi-Jurisdictional Drug and Violent Crime Task Forces to enhance, through jointly controlled operations, the ability



of federal, state, and local criminal justice agencies to remove specifically targeted mid and upper level narcotics trafficking conspiracies and offenders through investigation, arrest, prosecution, and conviction.

Objectives supporting this goal include the reduction of factional and duplicative investigations and prosecutions in drug related offenses, an increase in investigation of major narcotics offenders, the identification of major drug sources and trends, an increase in drug arrests and seizures, and participation of Judicial District Task Forces in the Tennessee Incident Based Reporting System (TIBRS).

Activities consistent with this goal and objective include the continuance of existing Judicial District Drug Task Force operations, working as one agency within the individual district to develop and implement a strategy to set up an intelligence system that would infiltrate illegal drug trafficking offenders and organizations, the identification of major drug sources and trends, the proactive arrest of offenders in a timely manner, the seizure of assets involved in drug trafficking, and obtaining TIBRS software and training from the Tennessee Bureau of Investigation (TBI).

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goal and objectives include:

- The number of agencies participating in Task Force operations
- The cooperation and information exchange between law enforcement agencies

- The amount of drugs confiscated
- The number of arrests and type of offense
- The amount of seizure/forfeitures and fines collected
- The verification of routine reporting

### **Program Accomplishments and Evaluation Results**

The Multi-Jurisdictional Drug and Violent Crime Task Forces have been very successful this year in achieving their designated goals and objectives. Based on information received from the Tennessee Incident Based Reports System for the drug task forces, the following drug seizures occurred this past calendar year:

- Over 60 pounds of powder cocaine
- Over 70 ounces of crack cocaine
- Over 16 pounds of amphetamines/methamphetamine
- Over 4,984 pounds of processed marijuana
- 37,675 doses of other illegal and pharmaceutical drugs
- Destruction of 1,448 marijuana plants

Additionally the Task Forces accounted for the following arrests this year:

- 2,328 drug/narcotics violations
- 452 drug equipment violations
- 55 weapons violations

- 10 violations for murder, manslaughter and assault

According to a compilation of information obtained from annual reports received from all of the drug task forces a combined total of over four million two hundred and fifty thousand dollars (\$4,250,000) in program income was generated from asset seizure/forfeitures and fines. Annual reporting also indicated improvement in collaborative activities with other law enforcement agencies with the majority of the DTF's. Many of the larger operations undertaken during the course of the last reporting period were in fact collaborative efforts involving law enforcement agencies outside of the official jurisdictions of the drug task forces.

# Response to Gang Activity Program



Gang Intervention and Awareness Project: \$34,852



## Project Locations

## **Response to Gang Activity Program**

Tennessee, like other states, continues to experience an increase in gangs and gang-related crimes throughout the state. The nature and extent of criminal street gangs in Tennessee, as defined in the Tennessee Code Annotated: Title 40 Chapter 35, was assessed by the Tennessee Bureau of Investigation in 1998 through a survey funded by a previous Edward Byrne Memorial Grant. The survey, responded to by three hundred and four (304) Tennessee law enforcement agencies, indicated that approximately one third of respondents had identified street gangs in their communities. Of the agencies reporting the presence of street gangs, there was also reported an increase in gang-related crime within the past few years, ranging from vandalism to car jacking. Survey results indicated that the top five gang-related crimes in order of frequency were vandalism, narcotic violations, assault, burglary, and weapons violations. Statewide, Tennessee's gangs reportedly number in the hundreds with gang membership in the thousands throughout the state.



The Tennessee Bureau of Investigation working in conjunction with the Regional Organized Crime Information Center (ROCIC) continues to input information into the national database (RISSNET) for collection and dissemination of data regarding gang and gang related crime. This database is accessible by federal, state and local law enforcement agencies.

The Office of Criminal Justice Programs, as stated in the Community Crime Prevention Program section, funded six (6) school resource officer positions across the state during this past fiscal year. Additionally, many local communities have taken advantage of federal funding for school resource officers through the Department of Justice, Cops in Schools Program administered through the COPS Office. In addition to creating and maintaining a safe school environment these officers also collect and maintain information regarding gang activity. Also the Tennessee Safe Schools ACT of 1998 empowers local school districts with additional available funds and training opportunities to create safe and nurturing school environments. At this time Tennessee collectively employs over two hundred (200) school resource officers across the state.

A subgrant was continued with Haywood County government for provision of a county-wide gang intervention unit. Haywood County had been identified, by the Tennessee Bureau of Investigation, as having the largest gangs' population of all rural counties in the State. The gang intervention unit has worked closely with a gangs' officer from the City of Brownsville (largest city within their jurisdiction) to coordinate and facilitate a comprehensive strategy of dealing with the gang problem in this area of the state. The intervention unit's main goals centered around intervention & apprehension, and community awareness & prevention. In the arena of intervention and apprehension a total of three hundred and twenty-five (325) gang members were identified within seven (7) separate operating gangs. This information was provided to the Tennessee Bureau of Investigation for input into the RISSNET database. Also during the course of the year numerous gang related investigations were initiated, culminating in several arrests for

various criminal activities. Provision of community awareness culminated in the presentation of six (6) seminars provided to a diverse number of citizens within the county. Civic leaders as well as members of the business community and private citizens were in attendance at these informational meetings. In addition, several presentations were also provided in the county schools to educate both teachers and students about the dangers inherent in gang membership. This four (4) year Byrne grant ended on June 30, 2002 with continuation funds reported to have been obligated by county government for further support of the gang intervention unit.

### **Goals, Objectives and Activities**

Tennessee established as its primary goals in this program area the education of young children on the dangers of gang activities and associations as well as assisting in community awareness regarding gangs and intervention and apprehension of gang members.

### **Performance Measures and Evaluation Methods**

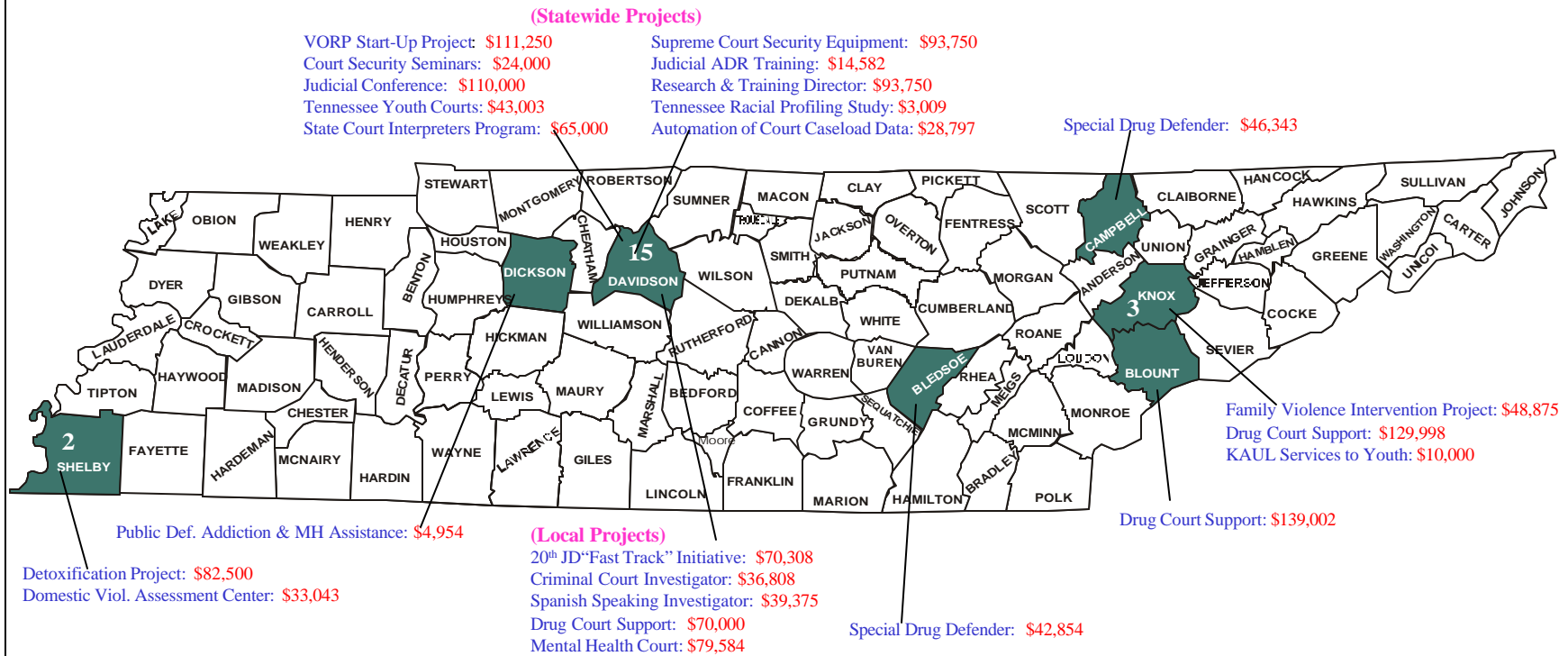
Performance measures indicating attainment of the above referenced goals and objectives included assessing the numbers of students and community members participating in the prevention/education seminars and the numbers of gang members identified and the numbers of arrest made related to gang activity.

**Program Accomplishments and Evaluation Results:**

The goals and objectives identified in this program area were met through the presentation of six (6) community wide seminars provided on the subject of gangs, the presentation of several in school classes for both teachers and students concerning the dangers as well as the signs of gang membership, the identification of 325 community gang members as well as the apprehension of several key gang members for various criminal activities.



# Pre-Trial Service Delivery Program



## Program Locations

Numbers Indicate Multiple Projects

## **Pre-Trial Service Delivery Program**

With the increase in arrests and convictions resulting from enhanced efforts in the areas of law enforcement, apprehension, and special prosecution, court systems have become overloaded with the large volume of cases. Projects have been needed to divert less serious offenders into appropriate resources prior to trial, new types of diversion programs for offenders convicted of less serious offenses have become necessary, and the need for specialized training to acquaint judges and staff with alternative sentencing strategies have become evident. With a growing number of non English-speaking immigrants becoming residents of Tennessee, there is also a growing need for foreign language interpreters who can assist these individuals in understanding their legal rights and empowering them to be informed participants in the State's judicial system when the need arises.

Of continued concern to the Office of Criminal Justice Programs (OCJP) and other affected parties are results of a study completed by the Tennessee Bureau of Investigation (TBI) identifying the lack of adequate security in Tennessee's courtrooms. Results of the referenced study indicated that many of Tennessee's courtrooms, from local chancery, circuit and criminal courts to the State's Supreme Court, lack adequate security to ensure the safety of judges, attorneys, and individuals involved in litigation.

The Office of Criminal Justice Programs (OCJP), in response to the diversity of these needs, initiated during the past fiscal year a multi-faceted approach to pre-trial service intervention that included the following components:

- Enhancement of the role and work capacity for the Office of the Public Defender and District Attorneys offices in some judicial districts
- The continuation of “charge screening” projects designed to channel citizen complaints into appropriate resources for resolution without full court hearing processes
- Funds to support Youth Court initiatives
- Financial support for specialized Drug Courts designed to offer treatment and intervention services to non-violent felony and/or misdemeanor offenders
- Funds to support Mental Health Court initiatives
- Funds for the initiation of additional Victim Offender Reconciliation Projects (VORPS) to divert less serious cases into appropriate resolution
- Funds to support foreign language interpreters for courts and the Public Defender’s Office
- Funds for court security equipment
- Funds to conduct a special study regarding the establishment of statewide court system standards
- Funds for a program coordinator to manage a domestic violence intervention project in East Tennessee

Special public defenders funded last year in the 12<sup>th</sup> and 8<sup>th</sup> Judicial Districts provided specialized defense services for individuals accused of drug-related crimes and facilitated movement of these cases through General Sessions or Circuit Courts. Working in collaboration with Special Drug Prosecutors in the 12<sup>th</sup> and 8<sup>th</sup> Judicial Districts, these individuals ensured the availability of prosecution, defense services, and other court services to reduce the backlog of cases so that justice could be served more swiftly and fairly.

Continuation funds were provided for a charge screen project in the 20<sup>th</sup> Judicial District to fund two additional assistant district attorneys to cover two (2) shifts of the seven (7) day per week, twenty-four (24) hour a day operation of the Metropolitan Davidson County Government Police Department. The assistant district attorneys assigned to this project worked with each division of the Police Department to identify cases that do not involve an in-custody defendant. Cases were reviewed, cases files prepared, and an investigation completed. The assistant district attorneys prepared a direct indictment as appropriate, thereby avoiding all of the General Sessions Court settings that result from a case initiation by a criminal warrant. Early evaluation by the District Attorney's office allowed the prosecution team to evaluate the case and complete many "pieces of the puzzle" at a time close enough to the commission of the crime to actually result in additional evidence being recovered. In addition, these assistant district attorneys assisted with the jail docket to select cases for criminal information agreements that save a significant amount of jail time that usually occurs between being bound over from the General Sessions Court and being arraigned in the Criminal Court. This time was saved

because these cases did not require the collection of a case file, the creation of an indictment, or indictment by a grand jury.

The Office of Criminal Justice Programs (OCJP) issued three (3) subgrants this year to a small number of the State's Drug Courts. A continuation grant was issued to the Davidson County Drug Court that allowed the existing project to expand its capabilities



to implement effective job placement assistance and vocational training components. Working in conjunction with funds made available through the Local Law Enforcement Block Grant and Residential Substance Abuse Treatment (RSAT) Grant, this project is able to provide a continuum of assessment, outpatient, inpatient, and aftercare services for clients with varying degrees of treatment needs. During the course of the year two hundred and eighty-six (286) application screenings were conducted with one hundred and thirty-six (136) non-violent offenders entering the program. With this over five hundred and forty (540) drug screenings were conducted and over thirty-four thousand (34,000) hours of community service were completed.

Drug Courts in Blount and Knox Counties also combined Edward Byrne subawards with federal Drug Court Implementation grants to fund a comprehensive system of substance

abuse intervention that included assessment, outpatient, residential, and aftercare services. The Knox County drug court reported a significant improvement in the number of participants maintaining sobriety and abstinence. Only 2% of random drug screenings have come back positive and the recidivism rate has remained at 7%. The Blount County drug court has yet to fully implement its average of 50 participants due to program modifications. They are presently averaging 30 clients and have reported reductions in the number of positive drug screens as well as a drop in drug related crime in their county.

Also during this past year the Knox County Schools in partnership with the Knoxville Area Urban League was awarded grant funds to help support a crime prevention initiative for at-risk juveniles. These juveniles (typically ages 16, 17 and 18) were most often referred by the court system, after having been identified as lacking in basic educational skills required to locate and maintain employment. This highly structured after school program provides additional educational opportunities, marketable skills training and mentoring services and is set up to serve children over a 12-month period. Twenty-four (24) children were reported to have entered the program during this first year.

A small grant was newly awarded to the Tennessee Public Defenders Conference in the 23<sup>rd</sup> Judicial District to assist in purchasing resource materials regarding Addiction and Mental Health issues. These resources are to be used to assist in defense of dual diagnosed offenders. In addition, funds were also assigned for training opportunities related to dual diagnosed offenders. Most of the resource materials were purchased

during the course of this past year leaving a small amount of funds remaining for additional staff training during the course of the next fiscal year.

A continuation grant issued to the Tennessee Administrative Office of the Courts this fiscal year provided support to fourteen (14) Victim Offender Reconciliation (VORP) projects across the state. Regional VORPS are operated by non-profit organizations and utilize volunteers to offer an alternative response to crime and delinquency. Some VORPS offered mediation to first offender juvenile cases and all provided mediation for appropriate adult misdemeanor cases. Co-mediators, who were specially trained volunteers recruited from the community, conducted mediation in regional VORPS. A total of one thousand six hundred and sixty-five (1665) mediations were conducted. Of this total approximately six hundred (600) were with adults and the remainder was with juveniles. Of this total one thousand two hundred and ninety-four resulted in agreements that allowed them to be moved off the docket. At least two (2) new agencies are being recruited for expansion of VORP services in the coming year.

Two (2) foreign language interpreter subgrants were continued this year, one to the Metropolitan Davidson County State Trial Courts, and a second to the Administrative Office of the Courts, enabling the court system to address the specialized needs of non-English speaking clients. The subaward issued to the Administrative Office of the Courts established a program to certify and coordinate interpreters for the state court system.

The Tennessee Administrative Office of Courts, working in conjunction with the Tennessee Foreign Language Institute (TFLI), established through this project, planned

workshops to train individuals who wish to become foreign language interpreters for the court system. Workshops were designed to cover such topics as skills practice, ethical considerations, basic court and legal procedural issues and terminology, and certification testing information and preparation. The most notable accomplishment for the year was the adoption of a credentialing program for the AOC grant. Two levels of proficiency are currently recognized. The first being “Registered Interpreter” and the second being “Certified Interpreter”. As of the end of the fiscal year seventy-one (71) interpreters had gained their registered status while a total of seven (7) had been awarded their certifications.

A continuation subgrant issued to the Metropolitan Government Davidson County State Trial Courts, provided a Spanish-speaking interpreter to help address the needs of the county’s criminal justice system. The investigator, responsible to all of the county’s criminal court judges, was available to work as an unbiased interpreter on behalf of the court for all court proceedings. The interpreter was available to explain criminal justice processes to Spanish-speaking clients, including the roles of participants in the legal system, was available for needed translation of forms, and was available for translation in referral to alternative sentencing programs.

An additional grant, issued to the Tennessee Administrative Office of the Courts, allowed the agency to review requests and distribute funds to counties for the acquisition of court security equipment to be obtained over a two-year period. Purchased this year for several



county courtrooms and for the Tennessee Supreme Court were monitoring equipment, card entry systems, metal detectors, various alarm systems and gates with card readers.

A continuation grant with to the Tennessee Administrative Office of the Courts funded travel and lodging expenses to support the attendance of four hundred and fifty (450) members of the Tennessee Judicial Conference to attend three training sessions during the 2001/2002 fiscal year. Some of the topics included in conference presentations included Civil and Criminal Law, Rules of Evidence, Interstate Support and Custody Laws, Alternative Sentencing and Eyewitness Testimony.

A new grant was awarded to the Tennessee Select Committee on Children and Youth to provide for developing guidelines, disseminating information and assisting in overseeing youth court development in local jurisdictions across the state. During the course of this past fiscal year the project director has done outreach with various stakeholder groups, including courts and schools. She has also developed a general baseline of information throughout the state regarding Tennessee's youth courts. The project has quickly gained capacity to provide technical assistance and programmatic guidance to existing and developing youth court programs. Collaborative activity with the Tennessee Bar Association, local juvenile court judges and legal counsel of the Select Committee on Children and Youth has greatly assisted in examining the legal issues germane to the roles, functions and limitations of youth court programs as set forth in recent state legislation.

A continuation grant issued to the East Tennessee Human Resource Agency this past year funded a program coordinator to oversee and manage the activities of a Domestic Violence Intervention Program. The domestic violence program consisted of twelve (12) weekly two (2) hour sessions divided into eight (8) themes: non-violence, non-threatening behaviors, respect, support, trust, accountability and honesty, sexual respect, partnership, and negotiation/fairness. Judges could order offenders to attend the entire twelve (12) week program or designated modules within the program.

A new multi-year grant was awarded to Shelby County Government for the creation of a Domestic Violence Center. This center provides comprehensive clinical information on domestic violence offenders in an effort to assist the court in determining individualized treatment plans that in turn should increase safety concerns for the victims of domestic violence. There were one thousand and twelve (1,012) court referrals during this past year with seven hundred and thirty-four (734) assessments completed. Recommendations were then made for further treatment needs based on the outcome of the individual assessments. Surveys administered to providers, interns and program participants reflect a good to excellent rating of the services provided.

Shelby County also received continuation funding for a detoxification project. The basic intent of this project is to divert a high-risk population of individuals with serious addictive behaviors from the criminal justice system into the medical care system. Key participants in this project (modeled after the Memphis Police Dept. "Crisis Intervention Team" for offenders with mental health issues) are the Memphis Police Department, the

University of Tennessee, the Regional Medical Center and the Memphis Mental Health Institute. During the last year over three thousand (3,000) offenders were diverted from incarceration as well as having received assessments and treatment.

A new grant was issued this fiscal year to the Tennessee Comptroller of the Treasury to fund staff to conduct a special study regarding the need for establishment of statewide court system standards. This follow-up study to a previously completed analysis of Tennessee's Court Caseload Study was focused primarily on identifying lack of uniformity in the way county clerks issue warrants, how district attorneys present indictments, lack of case standards with juvenile courts, and the lack of integration with juvenile courts. This entailed study has been completed but as of this date the subrecipient is still in process of analysis with a published report expected in the near future.

Additionally a new grant was also awarded to the Comptrollers Office of Research to assist them in completing a pilot Racial Profiling project. The major goal of this project was to assist the state in determining whether traffic stops, in certain locations of the state, were in effect being instigated by the use of racial profiling. The staff conducting this study received training at the National Symposium on Racial Profiling and Traffic Stops. The analysis was completed earlier this year with results recently published. Please see Appendix B for their report "Vehicle Stops and Race".

The Office of Criminal Justice Programs was pleased to have provided continuation funding for a new Mental Health Court in Davidson County, the first specialized mental health court in the state. This project, modeled after the King County Mental Health Court in Seattle, Washington, provides the mentally ill offender with a trained and dedicated judge, prosecutor, defender, mental health specialist and probation officers. Upon referral and acceptance in this project, forensic evaluations may be ordered and, as appropriate, specific and detailed mental health treatment plans are developed for clients to divert them from incarceration. During the last fiscal year period this project averaged one hundred and fifty-six (156) active clients and had completed four hundred and fifty-six (456) assessments during the year.

### **Goals, Objectives and Activities**

Tennessee established as its primary goal in the Pre-Trial Services Delivery Program to enable the court system to function more efficiently in the processing of referred cases. An objective supporting this goal was to provide resources to the public defenders and prosecutors that will allow for less serious offenders to be diverted from the court system into immediate rehabilitation services. Consistent with this goal and objective, a designated activity was to increase the number of pre-trial service projects available in judicial districts.

### **Performance Measures and Evaluation Methods**

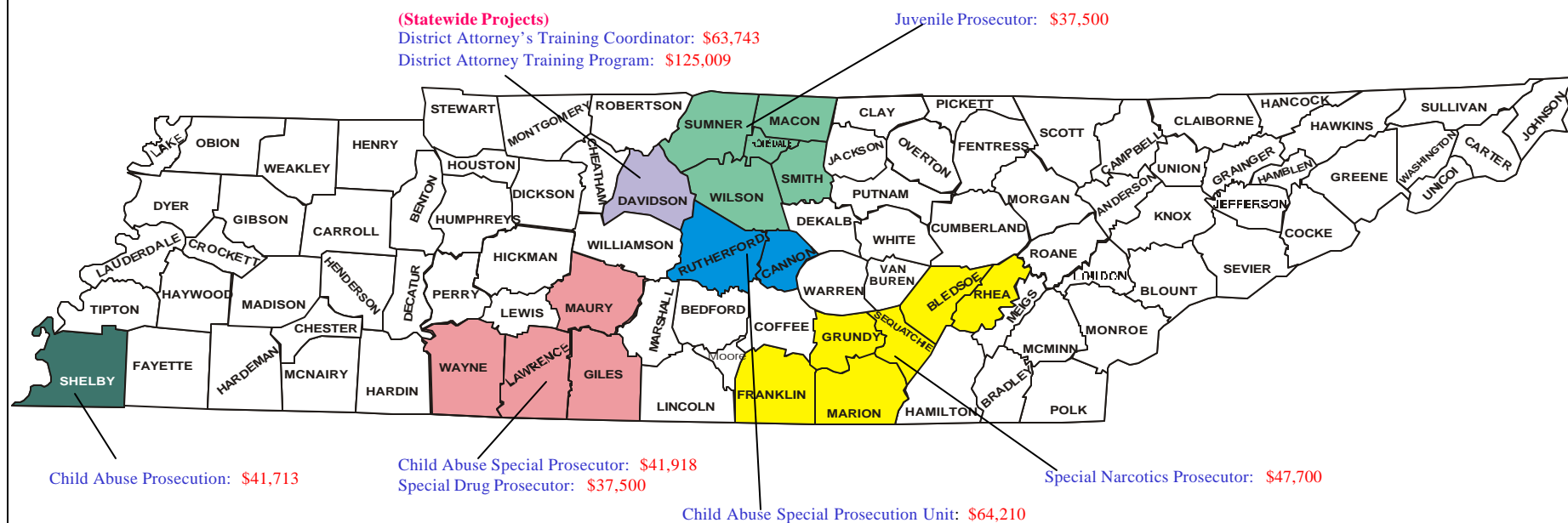
Performance measures indicating attainment of the above designated goal and objective were to increase the number of offenders entering newly organized diversion programs

and by decreasing the numbers of individuals and length of time individuals were placed on court dockets.

### **Program Accomplishments and Evaluation Results**

The Office of Criminal Justice Programs (OCJP) has exceeded its designated goals and objectives in this area. Through the collaborative funding of various initiatives, the number of pre-trial service projects, across the state, continues to increase through local and state funding support. Subsequently, the number of individuals entering newly organized diversion programs has also increased while the number of individuals on court dockets has decreased.

# Special Prosecution Program



Individual projects cover state judicial district jurisdictions.

## **Special Prosecution Program**

The development of specialized investigative techniques, better education of law enforcement staff, and the addition of officers trained in specific areas of crime intervention have expanded and greatly improved the operation of the criminal justice system. A record number of felony, misdemeanor, and domestic violence cases are being reported to, and investigated by, law enforcement personnel annually. The result has been a substantial increase in the volume of cases that must be processed through the judicial system, necessitating the employment of additional prosecuting attorneys to facilitate the appropriate and expedient disposition of these cases. To address the need for additional support in this area the Office of Criminal Justice programs established the program area of Special Prosecution.

The Special Prosecution Program provides funding for the provision, training, and support of prosecutors whose work is dedicated to the prosecution of defendants implicated in child abuse, domestic violence cases, juvenile crime or drug possession/distribution/cultivation. Prosecutors funded through this program attend specialized training and workshops designed to improve their knowledge in assigned areas. They oversee all child and domestic violence cases, juvenile crime and most drug and violent crime cases coming into their respective criminal courts. Some prosecutors also handle misdemeanors coming before the General Sessions and Criminal Courts in their areas. At all levels of the justice process, other assistant prosecutors provide assistance in case resolution through the direction of the lead prosecutor.

During the past fiscal year, the Office of Criminal Justice Programs (OCJP) provided funds to eight (8) projects in the program area of special prosecution.

A special narcotics prosecutor assigned to the 12<sup>th</sup> Judicial District was responsible for the prosecution of all narcotics offenders with a special emphasis being placed on organized drug offenders. The 22<sup>nd</sup> Judicial District also received a four (4) year grant for drug prosecution. This prosecutor is assigned to all drug cases in several counties while working with investigators for the entire district. The drug prosecutor has also developed and delivered training related to arrest and prosecution to law enforcement officers at their yearly in-service.

Also the 22<sup>nd</sup> Judicial District (South Central Region), maintains a grant for a special prosecutor who is primarily responsible for child physical and sexual abuse cases. The prosecutor employed through this grant is available to assist or answer any legal question of law enforcement, the Tennessee Department of Children's Services, or other members of multi-disciplinary teams concerning child abuse cases. She attends all Child Protective Investigative Team (CPIT) meetings and Child Fatality Review Board meetings, attends General Sessions Court when child abuse cases are on the docket, and attends Discovery conferences with Defense Counsel to expedite all child abuse cases pending on the criminal docket. She also prepares and prosecutes child abuse cases set for trial when plea agreements cannot be reached. Community awareness and training for local law enforcement agencies were key additions to the services provided by this grant during the last fiscal year.



The 16<sup>th</sup> Judicial District was also awarded a four (4) year grant for specialized child abuse prosecution. This grant much like the 22<sup>nd</sup> Judicial District has coordinated efforts throughout the investigative and prosecution processes for this multi-county area. Community awareness of child abuse as well as law enforcement training have been the cornerstone accomplishments of the 1<sup>st</sup> year of this grant.

Also in the area of child abuse prosecution, the Office of Criminal Justice Programs maintained a continuation grant with the 30<sup>th</sup> Judicial District (Memphis area) for a special prosecutor to work with children who are victims of sexual abuse, severe physical abuse or neglect, victims of domestic violence, and witnesses to domestic violence. The prosecutor in this position meets daily with the Child Protective Investigative Team (CPIT) to review the facts of cases and determine what investigation needs to be conducted for successful prosecution and what steps should be taken for protection and counseling for the child. Additionally, he is responsible for vertical prosecution of cases at all stages including preliminary hearing, indictment, motions, and trial as well as all stages of investigation including interview, crime scene, search warrants, and arrest.

The 15<sup>th</sup> Judicial District was awarded a new four (4) year grant in the area of juvenile prosecution. This specialized prosecutor is responsible for most all of the juvenile cases sent to court in this five (5) county region. Vertical prosecution combined with a more coordinated approach in working with both state and local agencies/service providers has

produced a most effective approach in early identification and redirection of troubled youth.

In support of the organization of prosecutors as an integrated statewide function, a continuation grant was maintained with the Tennessee District Attorneys General Conference to fund a training coordinator whose function is to:

- develop a training curriculum for all job categories in a prosecutor's office, including investigation and victim services
- track all training courses attended by employees
- assist with the planning and coordination of an annual training seminar
- plan and coordinate specialized training sessions, such as new prosecutor orientation, handling DUI cases, etc.
- coordinate with the National Advocacy Center on course openings to maximize Tennessee's utilization of the Department of Justice training facility

Training that was presented during the past fiscal year:

- New Prosecutors Training Academy (July 23-27, 2001)
- Child Abuse Crimes, Sex Crimes and Cyber Crimes (November 27, 2001)
- New Prosecutors Training Academy (Feb. 25-28, 2002)
- Forensics Seminar (April 2-25, 2002)

With the exception of the new prosecutors training academy, attendance also included T.B.I. agents, child advocates, victim witness coordinators, criminal investigators, local

law enforcement and law professors. To compliment the Training Coordinator grant OCJP also awarded a four (4) year grant to assist in providing need funding for expenses incurred in the provision of these training services (Training Program Funding) for Assistant District Attorneys and the District Attorney Generals. Without the financial assistance of this grant many of those receiving these important training sessions would not be able to attend due to statewide budget constraints.

### **Goals, Objectives, and Activities**

The Office of Criminal Justice Programs (OCJP) established as its goal for the Special Prosecution Program to improve the criminal justice system's response to child abuse, domestic violence, juvenile crime and drugs/violent crime through immediate intervention, early case preparation, vertical prosecution, and specialized training which will support prosecutions. An objective supporting this goal was that local law enforcement agencies, courts, District Attorneys General offices, along with existing data would be used to evaluate the judicial districts in greatest needs of specialized prosecutors. Consistent with this goal and objective, project activities included the negotiation and funding of as many relevant individual projects as practicable, employing through grant-funded projects specialized prosecutors and support staff in the areas identified above and ensuring the provision of appropriate training activities.

### **Performance Measures and Evaluation Methods**

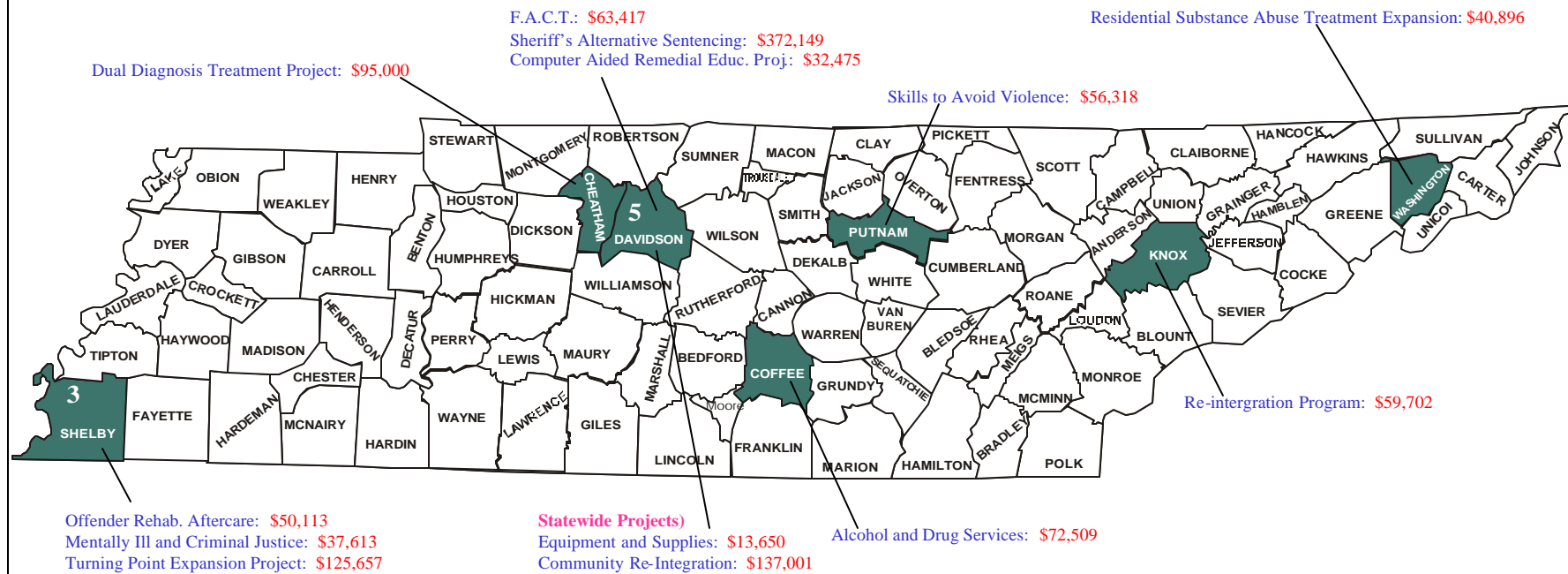
Performance measures indicating attainment of the above referenced goals and objectives included increasing the number of special prosecutors to be employed, an increase in the

number of special case crime warrants and convictions, a decrease in the time required for case disposition, and an increase in training workshops being provided to collaborative staff and agencies.

### **Program Accomplishments and Evaluation Results**

The Office Of Criminal Justice Programs has assisted in substantially increasing the number of special prosecutors employed (double the number since 1999 through Edward Byrne funding) across the State of Tennessee. Since three specialized prosecutor positions were only recently filled, information regarding the specific numbers of special crime warrants and convictions is not yet ready to be analyzed. The remainder of special prosecution continuation grants reported an overall increase in the volume of cases being processed through the judicial system as well as a rise in convictions due to increased collaboration efforts and training for District Attorneys, law enforcement and other cooperating agencies.

# Correctional Treatment Program



## Project Locations

Numbers Indicate Multiple Projects

## **Correctional Treatment Program**

The increase in the reporting, investigation and prosecution of all types of crime has resulted in a substantial increase in the number of individuals incarcerated in prisons and jails. Many incarcerated offenders evidence a sustained history of substance abuse that has been a precipitating or exacerbating factor in their engagement in criminal behavior. Without the provision of effective substance abuse treatment services, these offenders will resume their drug or alcohol abuse upon release from incarceration and recidivism will likely result. The Office of Criminal Justice Programs (OCJP) has sought to develop a continuum of substance abuse treatment services for the offender population through a combination of projects funded by the Residential Substance Abuse Treatment (RSAT) and Edward Byrne Memorial Grants. During the 2001/2002 grant solicitation period, the OCJP specifically solicited applications to develop or enhance the state's Drug Courts. Additionally, OCJP solicited applications for projects designed to serve the needs of dual-diagnosed individuals coming into contact with the criminal justice system. Especially encouraged were project models providing services that would divert from full judicial processes individuals exhibiting a combination of substance abuse/mental illness, substance abuse/mental retardation, and mental illness/mental retardation.

The Residential Substance Abuse Treatment (RSAT) Grant, administered by the Corrections Program Office (CPO), Office of Justice Programs (OJP), provides for residential substance abuse treatment of six to twelve months in duration for the offender population. The Office of Criminal Justice Programs (OCJP) currently has five (5)

continuation projects funded through the RSAT grant; one in the Tennessee Department of Correction, one project in the Washington County Detention Center, and two projects located in Shelby County and Davidson County Community Corrections. Additionally, the Office of Criminal Justice Programs (OCJP) issued a continuation RSAT subgrant to the Tennessee Department of Children's Services (TDCS) for the operation of a new substance abuse treatment project to service juvenile males. The OCJP has used Edward Byrne subawards to provide non-residential, outpatient counseling services for the offenders in some of the same geographic locations where the RSAT projects are funded, thereby helping to ensure an effective continuum of substance abuse treatment programming. During this fiscal year, the Office of Criminal Justice Programs (OCJP) funded thirteen (13) treatment projects, nine (9) of which were specifically designed to address substance abuse treatment or assessment needs of incarcerated individuals.

Continuation funds were also provided to the Davidson County Sheriff's Office for the Sheriff's Alternative Sentencing Project, an intensive outpatient treatment project for non-violent offenders experiencing problems with substance abuse or having dual diagnoses. This three-phase project provides the criminal justice community with an alternative to incarceration for selected non-violent, misdemeanor offenders through strict community supervision and structured reintegration services. It includes intensive outpatient substance abuse treatment services, cognitive re-education or restructuring techniques, random drug screens and curfew calls, case management, community service work, GED/literary education, employment counseling, and psychiatric consultation as

indicated by need. The project also links with various community resources to ensure the effective long-term re-integration of the offender into the community. For example, the facility is working with the Nashville Career Advancement Center, a division of Middle Tennessee Career Center, to facilitate employment, career goals, and career matching. Several non-profit agencies in the community have benefited from community service hours worked by the offender population. For fiscal year 2001/2002 over six hundred and twenty six (626) referrals were received by this project. Of those individuals actively participating during this last year one hundred and sixty (160) successfully completed the program.

The Cheatham County Jail project provided a specialized case manager to conduct an initial assessment of all incarcerated individuals suspected of having a dual diagnosis. If the assessment validated the presence of a dual diagnosis, the individual was then referred to a substance abuse treatment center and Vanderbilt Mental Health Services to receive needed treatment intervention. During the past year, the project assessed forty-three (43) individuals suspected of dual diagnosis and provided case management and treatment for approximately ninety-three percent (93%) of these individuals.

The Coffee County Jail Alcohol and Drug Services project continued to implement a jail-based substance abuse treatment program for inmates determined to be chemically dependent. Potential candidates for this project were referred by defense attorneys, the presiding judge, and self-referrals from inmates requesting treatment. Inmates referred for treatment were assessed by a licensed alcohol and drug counselor to validate the need



for treatment. Appropriate individuals were then placed in group therapy sessions designed to help them understand and manage their addiction. This project completed a total of one hundred eighty (180) total assessments and successfully graduated ninety-nine (99) inmates from the program this past year with a 2% recidivism rate.

Two projects issued to Shelby County Community Corrections complemented activities currently funded in this facility with the Residential Substance Abuse Treatment (RSAT) grant. The Turning Point Expansion project was designed to double the current capacity of the treatment unit funded through the RSAT grant and provide extended treatment capabilities for offenders who had completed treatment in the RSAT unit but were unable to return to the community. For offenders completing treatment that were able to be released into the community the Shelby County Aftercare Services Project provided post-release outpatient services. Through a subcontract initiated with Correctional Counseling Inc. (CCI), aftercare counseling sessions focused on employability skills, stress management, communication skills, self-esteem and relapse prevention. During this past year fifty-eight (58) participants completed the program and were released. Tracking indicates that of those individuals having completed this program and having been released 86% remain employed, 9% have re-offended and 5% were unaccounted for.

Also complementing RSAT funded projects, the Office of Criminal Justice Programs (OCP) continued to subgrant with the Tennessee Department of Correction (DOC) for the Community Reintegration project that focuses on the needs of incarcerated offenders who have completed treatment in DOC's RSAT funded project. The Community

Reintegration grant provides “step-down” services to these offenders in halfway houses and work release programs and also provides continued outpatient counseling for offenders released into the community. During this past fiscal year period a total of sixty (60) individuals received services through this program. Three quarters of the participants were male with the remaining fifteen percent being female. Of those actively involved in the program ten (10) are currently engaged in work release. The project also reports that eighty-six (86) individuals have completed the program since it’s inception.

An additional grant was also awarded to Washington County for support of their preexisting RSAT grant. This new Edward Byrne Grant assists in the expansion and enhancement of the RSAT program by providing additional funding for psychological, counseling and transportation services. Year-end reporting has yet to be calculated. Results will be included in the 2003 Edward Byrne annual report.

Also in the area of offender rehabilitation, the Office of Criminal Justice Programs (OCJP) continued funding through a subgrant with the Davidson County Sheriff’s Office a computer aided remedial education project for incarcerated offenders. This project provides self-paced computer based education that allows offenders to progress at their own individual learning rate through a curriculum that, when completed, will prepare them for an examination to secure a Graduate Equivalency Diploma (GED). Year-end reporting reflects one thousand one hundred (1,100) participants being served since the inception of this program. Of this number over three hundred (300) have received their

GED. Ninety-eight (98) individuals are currently participating in the project with nineteen (19) having completed the program during the last fiscal year period.

Also funded this year was one project that provided equipment and supplies necessary to support the training activities of the Tennessee Corrections Institute. The Institute provides specialized training each year to hundreds of law enforcement personnel responsible for ensuring the safe operation of Tennessee's county jails. Byrne funds were used to purchase training materials including videos, overhead projectors, computer hardware, and software.

Augmenting the operation of the state's "First Mental Health Court", (see page 71) the Office of Criminal Justice Programs (OCJP) continued a subgrant with the Office of the Public Defender within the Metropolitan Davidson County Government. The Forensic Alternative to Treatment (FACT) project provides specialized case management to re-offending mentally ill misdemeanants and some mentally ill felony offenders. The project accepts referrals from the Mental Health Specialist who works with the Davidson County Mental Health Court. Once assessed, the appropriate level of care is determined and a treatment plan for the offender is generated. Treatment plans are typically multifaceted and address diverse needs of the offender such as psychotropic medications, employment and housing assistance, educational and vocational training, and follow-up mental health counseling.

Seeking to address the training needs of police officers that must deal with mentally ill offenders in the community, the Office of Criminal Justice Programs (OCJP) continued a subgrant with the Shelby County Government called “Mentally Ill and Criminal Justice”.



This project, implemented through a subcontract with the National Alliance for the Mentally Ill (NAMI) provides each deputy sheriff and jailer in Shelby County with one eight-hour day of in-service mental illness awareness training each year. Training sessions include presentations and demonstrations involving the participants and a discussion of material presented. The training curriculum includes the following components:

- An overview of mental illness
- Signs and symptoms of mental illness
- Involuntary commitment procedures
- De-escalation techniques in crisis situations
- Suicide Risk Assessment
- Medications and side-effects
- Dual Diagnosis of mental illness and drug/alcohol addiction
- Education of schizophrenia and bipolar disorders

Over eight hundred and fifty (850) officers and jailers have been trained to date through this Byrne-funded project.

The OCJP also continued a project with the 13<sup>th</sup> Judicial District to address the needs of men who are implicated in incidents of domestic violence. The Skills to Avoid Violence (SAV) project emphasizes victim safety and perpetrator responsibility by addressing the whole dynamic surrounding the home: relationships, control, and verbal, physical, and emotional abuse. Offenders referred to the project are involved in twenty-five weekly group sessions that focus on:

- The premise that a healthy relationship is based on honor and respect
- Principles for ending aggression and conflict resolution skills
- Methods to re-channel conflict and identify feelings without acting on them
- Principles of sobriety and recovery
- Offender accountability
- Development of a healthy self-concept

This project served a significant number of offenders during the past fiscal year period. Carry-over enrollment at the beginning of the year was one hundred and forty-eight (148). There were one hundred and ninety-four (194) new enrollees during the course of the year with two hundred and forty (240) terminations. One hundred and nineteen (119) participants successfully completed the program during the course of the reporting year. Active enrollment at the end of the year was one hundred and seventeen (117). Also reported was five thousand and twenty-six (5,026) class hours attended by all participants during the year.

### **Goals, Objectives and Activities**

Tennessee established as its goal for Correctional Treatment to develop a continuum of substance abuse treatment for offenders. The objective supporting this goal was to solicit proposals from jails, prisons, and community corrections programs, which would augment activities of the Drug Courts, or RSAT funded initiatives. Consistent with this goal and objective, activities specified were the review, evaluation, and selection of providers for the development of a continuum of substance abuse treatment.

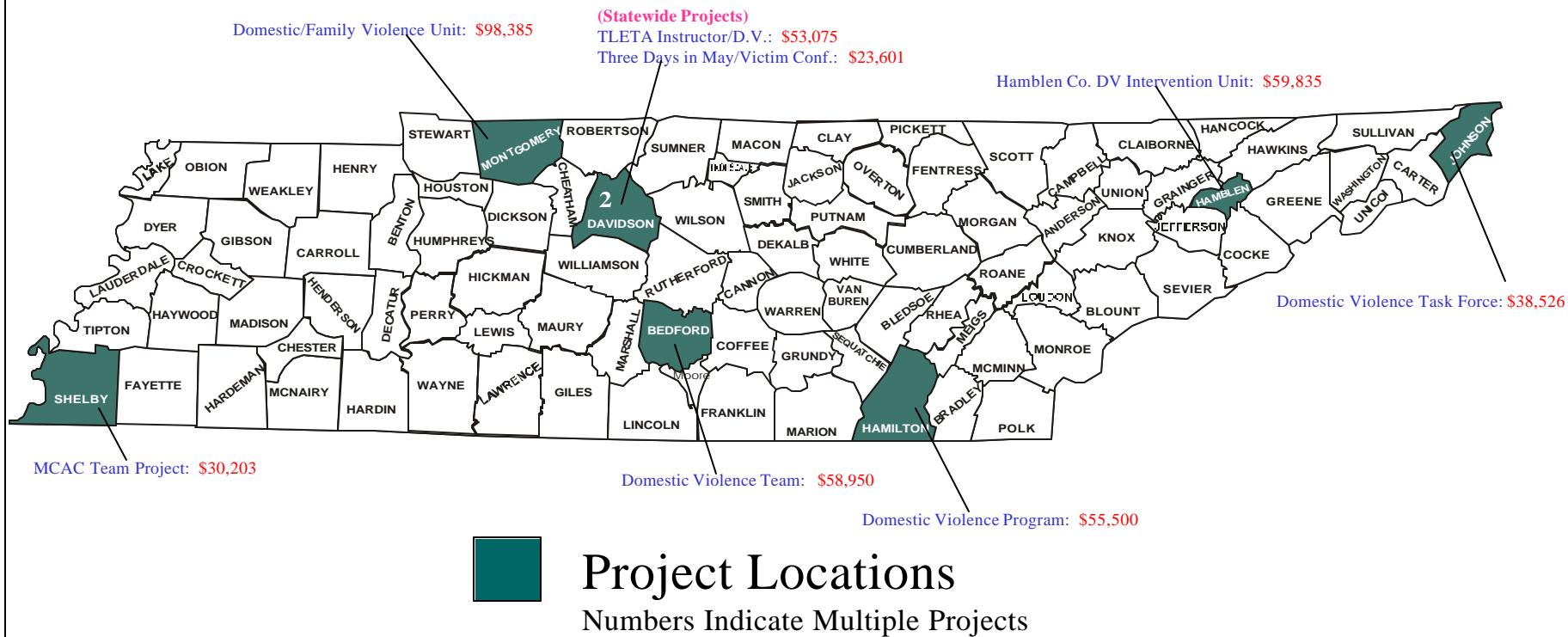
### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goal and objective include the establishment of at least four (4) substance abuse treatment projects that would impact inmates through a reduction or cessation of drug use and criminal activities.

### **Program Accomplishments and Evaluation Results:**

The Office of Criminal Justice Programs (OCJP) exceeded its goals for this program area by establishing or maintaining the operation of five (5) RSAT-funded projects plus nine (9) Byrne funded projects specifically designed to address the needs of substance-abusing offenders.

# Domestic/Family Violence Training Program



## **Domestic/Family Violence Training Program**

Tennessee, like other states, has evidenced a rising trend in the number of domestic violence cases reported and investigated annually. Over 50,000 women and children receive services annually from domestic violence projects in Tennessee.

In January 2002 the Tennessee Bureau of Investigation (TBI) completed a statistical brief on the incidence of domestic violence in Tennessee for 1999-2000. The reporting period for which the data was collected continued to be a period of transition for Tennessee in terms of reporting methodology. Domestic violence had historically been reported to the Tennessee Administrative Office of the Courts and/or the Tennessee Bureau of Investigation (TBI). This reporting overlap continued until 1998. Since data was collected by two different agencies under two different methods of collection, the Tennessee Bureau of Investigation (TBI) recommended that report data not be compared by fiscal year until a single reporting mechanism had been in place for 2-3 years. A direct comparison of overall reported incidences (81,065) of domestic violence for 1999-2000 with 1998-1999 would indicate a rise of 62% in the number of incidences throughout the state. This large increase, in fact, appears to be attributable, primarily, to an increased understanding from law enforcement as to how these reports are to be classified in their submission to the T.B.I. Of these reported incidences one hundred and six (106) culminated in homicides. Seventy-eight thousand five hundred and seventy



seven (78,577) incidences were reported as assault, one thousand six hundred and forty (1,640) as sexual offense and seven hundred forty-two (742) as other.

Tennessee's 2001-2002 STOP Violence Against Women (STOP) Implementation Plan identified the following among funding priorities in the area of domestic violence:

- Develop and support model policy and conduct training on domestic violence for prosecutors
- Conduct ongoing domestic violence training for law enforcement, the courts, child protective services workers and health care professionals

In response to needs verified from statistical information and the recommendations made in the 2001/2002 STOP Implementation Plan, the Office of Criminal Justice Programs (OCJP) continued funding for eight (8) projects in the program area of domestic violence training during the past fiscal year.

The 30<sup>th</sup> Judicial District continued to use Edward Byrne funds for a project to fund an investigator to assist domestic violence prosecutors in preparing cases for trial. This included but was not limited to locating victims and witnesses, serving subpoenas, interviewing witnesses, reconstructing crime scenes, obtaining medical information and other evidence and testifying in court. The primary goals of immediate intervention, improved investigation techniques, vertical prosecution and improved communication/consultation with other agencies also serving the needs of child physical and sexual abuse are reported to have been met. Of a total of 509 cases reported to the

District Attorney's office, this past year, 96 cases were sent to Juvenile Court for disposition or prosecution. As of the end of the reporting period, 121 cases remained for possible prosecution.

Two statewide projects in support of the Domestic/Family Violence Training Program were also funded under Edward Byrne during the last fiscal year period. The Office Of Criminal Justice Programs (OCJP) made training possible to law enforcement officers in a comprehensive manner through the continuation of a specialized domestic violence instructor employed by the Tennessee Department of Safety. This individual, working through the Tennessee Law Enforcement Training Academy (TLETA), provides training to over six hundred fifty (650) law enforcement officers annually on issues related to domestic violence investigation and intervention. Each officer enrolled in this class is required to complete practical exercises in domestic violence intervention in addition to the completion of a basic eight-hour block of classroom instruction. Additionally the instructor is responsible for the maintenance of a library of domestic violence videos, training materials, and training aids in domestic violence that are available for dissemination to local law enforcement personnel.

The Office of Criminal Justice Programs (OCJP) also combined funds from the Victims of Crime Assistance (VOCA) grant, the STOP Violence Against Women (VAWA) grant, and the Edward Byrne Memorial grant this fiscal year to fund a "Three Days in May" Conference. This conference provided a training opportunity to federal, state and local law enforcement, victim assistance professionals, and prosecutors in Tennessee to

enhance their skills in the area of service delivery to victims of crime. Interactive workshops provided include networking opportunities, enhancement of communication skills, methamphetamine labs, identity theft, roles of criminal justice officials, ethics and confidentiality, elder abuse, crisis response issues, child abuse and statistical correlations between animal cruelty and domestic violence.

Also the Office of Criminal Justice Programs (OCJP) has provided grant funded prosecutors and/or training activities in the 17<sup>th</sup> Judicial District. The District Attorney General's Office of Domestic Violence Prosecution over the last 3 years has been able to achieve and maintain an 80% settlement rate in Domestic Violence cases. The Domestic Violence Prosecution Office has worked closely with Domestic Violence shelters and a child advocacy center to educate and increase the public's awareness of domestic issues that exist in the Judicial District. The Domestic Violence Prosecution Office also worked with court liaisons from domestic violence shelters to ensure that victims of domestic violence does not feel threatened or intimidated by the court system. The Domestic Violence Prosecution Office worked with domestic violence shelters, law enforcement agencies, batterers programs and the courts to develop a program that reduces the number of repeat offenders. The Domestic Violence Prosecution Office has been actively involved in providing domestic violence training to local law enforcement agencies during the period of the grant. The training included but was not limited to the proper response to domestic violence calls, domestic violence laws and updates of laws pertaining to domestic violence and improvements in tracking domestic violence cases.

The Office of Criminal Justice Program also funded 3 separate projects in different localities of the state that focused on improved domestic violence response at the local law enforcement level. These projects focused primarily at educating both investigation as well as patrol staff in all aspects of domestic violence. Some of the common goals/objectives of these related projects were:

- Improvement in the area of safety for domestic violence victims
- Increase the number of arrests for domestic violence crimes
- Increased prosecution and conviction rates for domestic violence cases
- Decrease the number of repeat offenders
- Increase community awareness

All of the aforementioned projects reported significant progress made in their endeavors to educate the public regarding the issue of domestic violence as well as reporting increased arrests and prosecution for offenders.

### **Goals, Objectives and Activities**

The Office of Criminal Justice Programs (OCJP) established as its goals for the Domestic/Family Violence Training Program the following: to provide education and/or training for police officers involving all stages of family/domestic violence case investigation; to provide training for prosecutors for better preparation and prosecution of family/domestic violence; and to provide training to victim witness coordinators who provide liaison services between victim/witnesses and district attorneys general during all stages of the legal process.

Objectives supporting these goals include the enhancement of officers' knowledge of victim and offender dynamics in domestic violence cases, the enhancement of the ability of prosecutors to successfully prosecute cases involving family/domestic violence, and the provision of training for victim witness coordinators.

Consistent with these goals and objectives, project activities include the attendance of police officers in specialized training schools for the receipt of certified course instruction in domestic violence intervention and specialized training for prosecutors and Victim/Witness Coordinators.

#### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goals and objectives included increasing the number of law enforcement officers attending training on domestic violence, and increasing the number of victim witness coordinators receiving domestic violence training.

#### **Program Accomplishments and Evaluation Results**

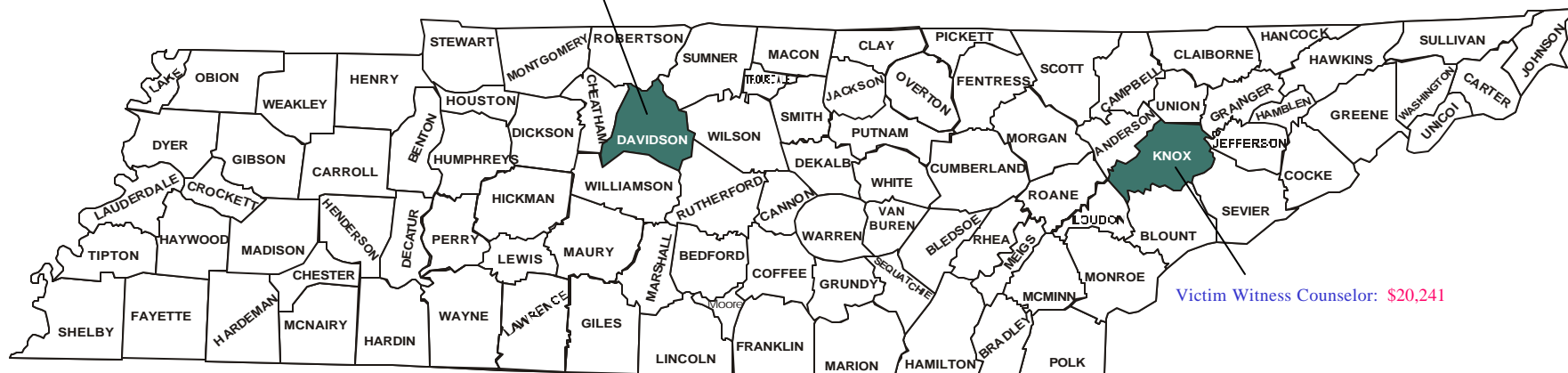
The Office of Criminal Justice Programs (OCJP) established performance measures for this program that included increasing the overall number of law enforcement officers and Victim/Witnesses being trained in domestic violence intervention, and the enabling of some of these individuals to implement training courses in their regional jurisdictions following completion of standardized training courses. With the continuation of a specialized domestic violence trainer at the Tennessee Law Enforcement Training

Academy (TLETA) and regional training initiatives that have been undertaken, Tennessee has exceeded its expectations in this area.

# Victim/Witness Program

(Statewide)

Victim Witness Assistance Program: \$750,450



Victim Witness Counselor: \$20,241

## **Victim/Witness Program**

The criminal justice system has traditionally been offender-oriented, focusing on the apprehension, prosecution, punishment, rehabilitation and rights of the offender. Too often in the judicial and social service system victims of crime have not received the consideration and support services they need and deserve. Such services are critical in enabling these individuals to recuperate from the trauma inflicted on them and resume healthy productive lives. Crime victims further need support and encouragement provided to them throughout complicated judicial processes that may be both confusing and intimidating. Without the provision of such assistance, many victims often feel “lost in the system” and may be unable to initiate or participate in processes necessary to ensure that offenders are properly processed through the court system.

In November 1998 Tennessee enacted the Crime Victims’ Bill of Rights. This important amendment to the Tennessee Constitution included a new section specifically written to protect the rights of those who have been victimized by acts of crime and domestic violence. Subsequent legislative changes have since been made to clarify definitions and requirements of the Victims’ Bill of Rights. Among requirements mandated by this legislation is a requirement that permits victims to have crime victim advocates or victim-witness coordinators available to assist them throughout their involvement in the judicial process.



To meet the rising demand for Victim/Witness services, Tennessee continued this fiscal year the implementation of a collaborative planning process involving both state and federal funds. The District Attorney's Offices in each of Tennessee's judicial districts continued to fund during this fiscal year thirty-one (31) state Victim/Witness Coordinators and five (5) Assistant Victim/Witness Coordinators. Funds allocated for this initiative (approximately 1.2 million each year) continued to be generated from a 14% state litigation tax. A few Victim/Witness Coordinators were also funded during this reporting period by individual counties or through the Victims of Crime Act (VOCA) Grant. Additionally, the Office Of Criminal Justice Programs (OCJP) continued to allocate approximately eight hundred sixty-two thousand four hundred ninety dollars (\$862,490) in Violence Against Women Act (VAWA or STOP Violence Against Women) Grant funds to support victim witness services. This allocation provided for 6 Victim/Witness Coordinators and sixteen (16) to eighteen (18) court/victim advocates within domestic violence shelters. The OCJP also continued its allocation of approximately seven hundred fifty thousand four hundred fifty dollars (\$750,450) in Edward Byrne Grant funds for 36 additional Assistant Victim Witness Coordinator positions. Like the Drug and Violent Crime Task Forces, the funds allocated through the Byrne Grant to the Victim/Witness Program are not limited in duration to four years. This continued funding is necessary in order to ensure the continued provision of this vital service. The collaborative funding allocated through State and federal appropriations has enabled the State to approximate the ratio of one (1) Victim/Witness Coordinator to every three (3) Assistant Attorneys General statewide as recommended by the National Organization of Victims Assistance (NOVA).

The Victim Witness Program, funded through the Edward Byrne Memorial grant, is designed to focus on providing victims of crime with services identified in the Crime Victims' Bill of Rights. Throughout the investigative, prosecution, and correctional stages of criminal cases, victims and witnesses are properly notified and provided information in a timely manner. Crime victims receive uniform rather than fragmented disjointed treatment. Competent, trained victim/witness coordinators provide services as part of a prosecution team, assisting in informing the victim about procedures, court dates, crisis intervention, support services and appropriate referrals. The victim/witness may receive protection against threat, harm or intimidation. They are notified of the arrest of an offender, pre-trial release of an offender, the filing of charges or dismissal of any or all charges, the scheduling of court procedures, the terms of negotiated guilty pleas or the rendering of a verdict, all sentencing dates and parole eligibility dates. They are advised of the opportunity to present to the court a victim impact statement concerning any financial, social, psychological or physical harm or loss suffered by the victim.

During the past fiscal year, the Assistant Victim/Witness Coordinators, funded through the Edward Byrne Grant, have made more than sixty-seven thousand (67,000) phone contacts with crime victims, completed over thirty-two thousand (32,000) office visits, made referrals to other agencies in well over five thousand (5,000) cases, and spent over fifteen thousand (15,000) hours in court support services. Additionally, over three thousand (3,000) contacts have been made regarding the Criminal Injury Compensation Fund Applications.

### **Goals, Objectives and Activities**

Tennessee established as its primary goal in the Victim/Witness Program the expansion and targeting of comprehensive coordinated services to victims/witnesses. Objectives supporting this goal include contacting victims following the issuance of a warrant, providing early intervention, court information, advocacy, etc. to victims, the provision of continuing support and education for victims and potential victims of violence and addressing the needs of any special victim populations. Activities consistent with this goal and objectives were to provide earlier contact with victims and witnesses, to encourage their cooperation with the agencies involved in the prosecution of perpetrators, provide notification to victims and witnesses of trial information, to answer questions and make referrals to social service agencies, and to attend court proceedings with victim/witnesses.

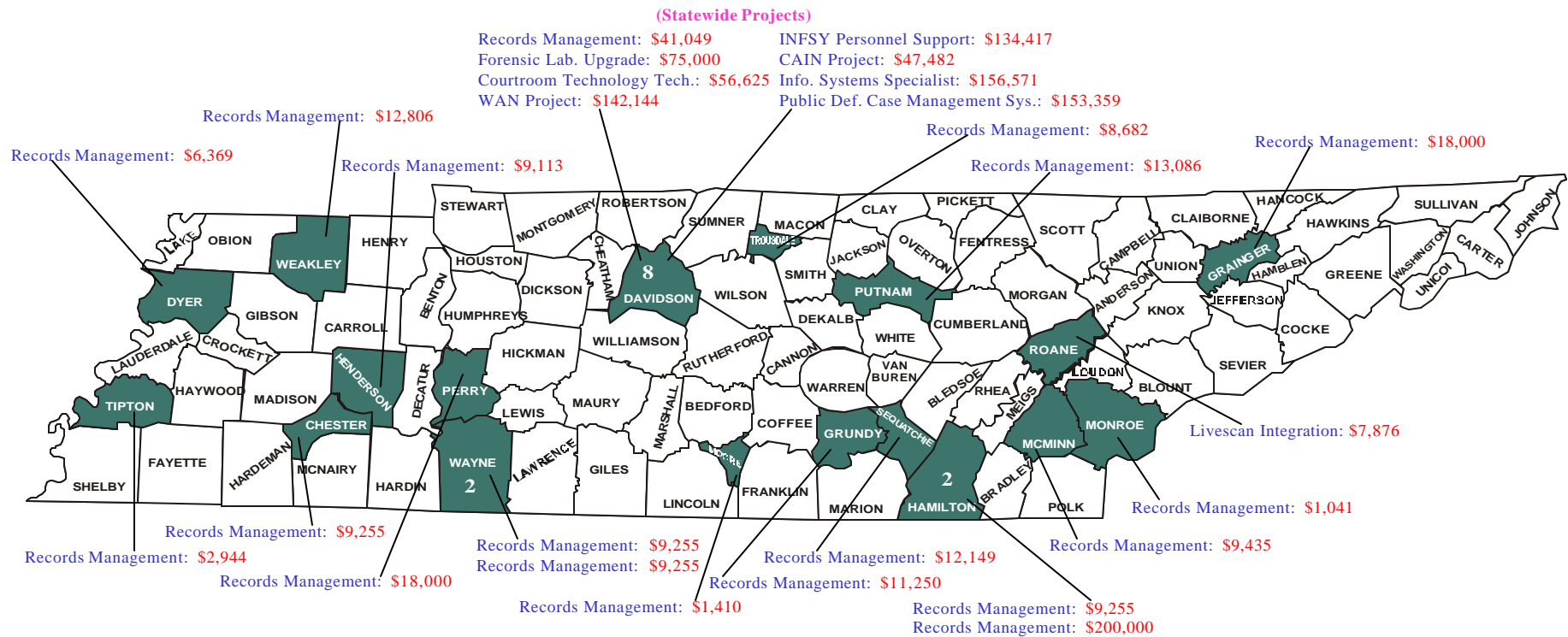
### **Performance Measures and Evaluation Methods**

Performance measure indicating attainment of the above referenced goals and objectives included the number of phone contacts made during the reporting period relative to victims of crime, the number of office visits made to victim witness coordinators, referrals sent to other supporting agencies for victims of crime, hours spent in court support and number of contacts and applications regarding the Criminal Injury Compensation Fund.

### **Program Accomplishments and Evaluation Results**

The Victim/Witness Program has been largely successful in achieving its designated goals and objectives with the number of phone contacts made during the reporting period having increased over 19% when compared to activity reports submitted three (3) years ago. During this same period the number of office visits made to victim witness coordinators showed a 34% increase. Hours spent in court support have risen 35% and the number of contacts and applications regarding the Criminal Injury Compensation Fund show an overall increase of 9%. Enhanced performance measures have been rewritten on this grant for the present fiscal year with the goal of improved outcome based reporting being included in next years' annual report.

# Criminal Justice Information System Program



**Project Locations**  
 Numbers Indicate Multiple Projects

## **Criminal Justice Information System Program**

Tennessee like many states, has been deficient in the area of consolidated, coordinated statewide programs to collect, manage and disseminate information relating to crime, criminals and criminal activity. The lack of accurate, reliable criminal history information that can be shared expeditiously among a variety of stakeholders in the criminal justice community has been a significant obstacle to the effective apprehension and prosecution of offenders. Tennessee's multi-year plans have resulted in significant progress at reversing this historical condition. Continuing the hard work of closing the gap between the plan and the current health and status of an integrated criminal justice system in Tennessee remains part of the ongoing action plan adopted by the Office of Criminal Justice Programs (OCJP).

In the late 1980's, the FBI implemented an incident based crime statistics program called the National Incident Based Reporting System (NIBRS). This program, unlike the Uniform Crime Reporting Program (UCR), which it replaces, allows each crime occurrence in an incident to be reported as opposed to only one crime per incident. Due to lack of funding, Tennessee was one of only six states not participating in the UCR program in 1994. The State stopped participating in UCR in 1979. The Office of Criminal Justice Programs awarded to the Tennessee Bureau of Investigation (TBI) in 1995 an Edward Byrne subgrant in collaboration with a National Criminal History Improvement Program (NCHIP) subgrant to initiate development of the Tennessee

Incident Based Reporting System (TIBRS), which would allow Tennessee to participate in the FBI NIBRS program. The project also supported the establishment of a central repository for criminal history records information within the TBI. The FBI certified the TIBRS program on July 28, 1998, under the original NIBRS standards. Tennessee was only the twelfth state in the nation to achieve this certification.

The year 2001 was the first year that TIBRS data was received for the entire year from virtually all law enforcement departments in Tennessee. This data was used to publish the report 2001 Crime in Tennessee (see Appendix C). This was the first time in Tennessee's history that a report of this type had been compiled. The information collected as a result of TIBRS will give criminal justice professionals (on federal, state and local levels) access to valuable data that can be used in crime prevention and apprehension programs. This data can also be used to determine how Byrne and other federal monies can be better utilized in Tennessee.

Using the success of the TIBRS project as a stepping-stone, OCJP continues to combine monies from the Edward Byrne Memorial grant and the NCHIP grant to work toward achievement of an automated and integrated criminal history information system.

Tennessee has participated in the NCHIP program since its inception in 1995. During this time, Tennessee has received two awards and three supplements totaling \$5,326,148.00. The sub-recipients that have received NCHIP funding are the TBI, Tennessee Administrative Office of the Courts (AOC), Tennessee Department of

Corrections (TDOC) and the Tennessee District Attorney's General Conference (TDAGC). These agencies have used the NCHIP funds to design new or improved existing systems. These systems include the Tennessee Crime Information Reporting System (TnCIS), Automated Fingerprint Identification System (AFIS), Criminal Activity Intelligence Network (C.A.I.N.) and the Tennessee Clerks Automation Software (T-CAST). Through the use of these systems, Tennessee has completely reduced the backlog of fingerprint data entry and the fingerprints are safely stored in the National Institute of Standards Technology (NIST) Archive Subsystem, District Attorney's are now able to share information across jurisdictions, sentencing information is more available, criminal justice professionals and other stake holders have fast accurate access to fingerprint queries, and older outdated systems have been updated to protect valuable information. All of these systems have also played an integral role in the success of TIBRS and NIBRS.

Since many of the projects funded through the NCHIP grant require the use of computers and associated technology, Tennessee has allocated Byrne grant funds well in excess of the required 5% set-aside to support the purchase of technological improvements in local law enforcement agencies. Components of automated records management systems were subsidized through Byrne funds this year for approximately nineteen (19) local law enforcement agencies totaling \$369,181.00. The majority of these agencies are in rural and outlying areas. This was done because Tennessee realized that if TIBRS, AFIS and other statewide systems are to be successful, rural counties with little or no technology would need assistance not only with the purchase of equipment but also with



training/hiring of staff. It was also abundantly clear that without the current and past records management projects in rural areas, TIBRS and the publication Crime in Tennessee 2001 would not have been possible.

Two of the Byrne funded records management projects were in one of the larger more urban counties (Hamilton). The Hamilton County Sheriff's Department received an award to purchase their own records management system. For the past twenty years, they had been utilizing the City of Chattanooga's system. This system was out-dated and was not TIBRS certified. The City of Soddy Daisy also received an award to purchase a TIBRS certified records management system. This was a great improvement when compared to the method of hand filing paper reports, which was the method in Soddy Daisy before purchasing the records management system.

Four state agencies also received Byrne funding totaling \$806,647.00. The TBI received an award to replace the outdated and slow computer equipment in the four crime laboratories. The TDAGC received Byrne funding for four (4) projects. TDAGC received funding for personnel to provide courtroom assistance for presentation and electronic display of collected evidence, for three (3) Information System Technicians that are strategically placed throughout the state so that they can more easily provide training and support to provide their district offices access to the states' Wide Area Network (WAN) so that repairs, training and communications can be completed using the WAN and for the C.A.I.N project, which is also funded with NCHIP monies, which received funding to replace the repository server and to release a new version of the

C.A.I.N. software. The Tennessee Alcoholic Beverage Commission (TABC) is a TIBRS certified reporting agency that received an award to improve the accuracy and efficiency of the compilation and reporting of drug related criminal investigations, arrests and prosecutions. The Tennessee Public Defender's Conference (TPDC) received two Byrne awards. The TPDC received an award to purchase a case management system. The system maintains a complete history for all open and closed cases. The system also organizes charges, court events, contacts, and correspondence. Case dispositions are also tracked, as required by state statute, including details on sentencing, probation, work release and fines. The second award was given so that four (4) Information System Specialists could be employed to serve as troubleshooters, network administrators, database specialists and trainers. These specialists are located in district offices across the grand divisions of the state.

### **Goals, Objectives and Activities**

Tennessee's primary goal for criminal justice records improvement is to improve criminal justice records through the development and increased use of technology.

Objectives supporting this goal include the improvement of the quality of arrest, disposition, and general crime data information reported in the state repositories, increasing the quality of state criminal history records arrest and disposition information through more thorough information reported to the state criminal history repository, the development of a statewide automated digitized booking system and the establishment of a reporting system compatible with the TBI and FBI. Additional objectives included

collaboration among agencies, improved coordination of funding by various organizations to criminal justice records/technology activities and the establishment/enhancement of criminal justice information systems technology in the city, county, judicial district, and state levels.

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goals and objectives included conducting periodic meetings on criminal justice records improvement, increasing annually the number of agencies capable of automated criminal records submission, and the withholding of grant funds from agencies not complying with the TIBRS reporting requirements.

### **Program Accomplishments and Evaluation Results**

The percentage of colleges/universities and law enforcement agencies submitting to TIBRS has grown to ninety-nine percent (99%), with ninety-seven percent (97%) of submitting agencies being certified by the TBI. Over the last six years, thousands of hours of training have been provided to over 14,000 commissioned and non-commissioned personnel by TBI. As previously stated, the year 2001 was the first year that TIBRS data was received for the entire year from virtually all law enforcement departments in Tennessee. The publication 2001 Crime in Tennessee was also the first compilation of statewide criminal justice data in the history of Tennessee. This report can be accessed at the T.B.I. website

<http://www.tbi.state.tn.us/CrimeTN/Agency%20Reports/statewid.pdf> For a synopsis of statewide reports please see Appendix C.